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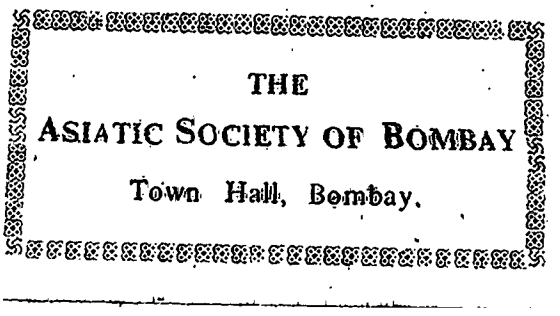

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INDIAN STATUTORY COMMISSION

VOLUME VI

MEMORANDUM

SUBMITTED BY THE GOVERNMENT OF

MADRAS

TO THE INDIAN STATUTORY COMMISSION

108705

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A Memorandum by the Government of Madras containing proposals for constitutional changes is printed at the end of the Volume with separate paging, 1-32 (following page 627).

Information on the Administration of the Presidency of Madras

Part I—Statistical Tables.

TABLE I

Area and Population by Districts: Census of 1921.

District.	Number of		Area in square miles.	Population.	Headquarter town.		Remarks.
	Towns.	Villages.			Name.	Population.	
Ganjām *	9	6,273	8,898	2,168,460	Berhampur †	32,731	* The Agency portion of these three districts contains—
Vizagapatam *	17	8,338	16,702	3,192,229	Vizagapatam	44,711	Town 1
East Gōdāvari *	6	2,522	6,220	1,673,968	Cocanada ...	53,348	Villages 9,452
West Gōdāvari	5	777	2,502	1,124,745	Ellore ...	45,862	Area in square miles 19,909
Kistna	17	1,719	5,907	1,008,569	Masulipatam	43,940	Population ... 1,496,358
Guntūr	21	923	5,735	1,809,574	Guntūr ...	48,184	
Nellore	8	1,616	7,973	1,385,553	Nellore ...	35,863	
Cuddapah	9	885	5,918	887,929	Cuddapah ...	19,517	
Kurnool	2	779	7,580	914,890	Kurnool ...	27,908	† The headquarters of the Collector is Chatrapur which is 14 miles from Berhampur.
Bellary	10	911	5,713	862,370	Bellary ...	39,842	
Anantapur	14	836	6,722	955,917	Anantapur ...	11,452	
Madras	1	...	29	526,911	Madras ...	526,911	
Chingleput	16	2,129	3,071	193,058	Saidapet ...	27,404	
Chittoor	6	1,990	5,611	1,269,157	Chittoor ...	17,941	
North Arcot	22	2,246	4,954	2,055,594	Vellore ...	50,210	
Salem	10	2,293	6,912	2,112,034	Salem	52,244	
Coimbatore	13	1,096	7,225	2,219,848	Coimbatore ...	65,788	
South Arcot	14	2,333	4,207	2,320,085	Cuddalore ...	50,527	
Tanjore	21	2,510	3,727	2,326,265	Tanjore ...	59,913	
Trichinopoly	10	1,045	4,319	1,902,838	Trichinopoly	120,422	
Madura	14	1,057	4,907	2,007,082	Madura ...	138,894	
Rāmnād	25	3,505	4,838	1,721,837	Do. ...	138,894	
Tinnevelly (with Anjengo and Tangassēri).	28	958	4,326	1,907,314	Palamcottah ‡	46,643	‡ Palamcottah, 4 miles from Tinnevelly, is the headquarters of the District Judge. Tinnevelly is the headquarters of the Collector.
					Tinnevelly ...	53,783	
Nilgiris	3	54	982	126,519	Ootacamund	19,467	
Malabar	8	2,203	5,792	3,098,871	Calicut ...	82,334	
South Kanara	7	798	4,021	1,247,368	Mangalore ...	53,877	
Total ...	316	49,796	144,791	42,318,985		...	

TABLE II

POPULATION BY RELIGION: CENSUS OF 1921.

District.	Population.	Hindu.	Muhammadan.	Christian.	Others: (Animist Jain, Buddhist, Parsi, Brahmo, Jew and others).	Remarks.
Ganjām	2,168,460	1,957,938	5,214	3,364	(*a*) 201,944	(*a*) 201,925 Animists.
Vizagapatam	3,192,229	2,860,266	21,439	19,428	(*b*) 291,096	(*b*) 291,063 Animists.
East Gōdāvari	1,673,968	1,623,448	25,912	16,673	(*c*) 7,935	(*c*) 7,804 Animists.
West Gōdāvari	*1,124,745*	1,964,325	74,753	91,087	(*d*) 3,149	(*d*) 3,025 Animists.
Kistna	1,008,569					
Guntūr	1,809,574	1,515,986	130,718	153,510	(*e*) 9,360	(*e*) 9,007 Animists.
Nellore	1,385,553	1,189,555	89,182	52,496	(*f*) 54,320	(*f*) 54,305 Animists.
Cuddapah	887,929	753,949	106,425	25,739	1,816	
Kurnool	914,890	737,460	122,540	53,656	1,234	
Bellary	862,370	770,146	87,399	3,532	1,293	
Anantapur	955,917	864,315	85,007	4,923	1,672	
Madras	526,911	427,722	53,163	44,136	1,890	
Chingleput	1,493,058	1,424,877	33,456	32,531	2,194	
Chittoor	1,269,157	1,192,439	64,876	6,916	(*g*) 4,926	(*g*) 4,905 Animists.
North Arcot	2,055,594	1,892,673	118,345	36,019	(*h*) 8,557	(*h*) 8,271 Jains.
Salem	2,112,034	2,049,452	47,175	15,375	32	
Coimbatore	2,219,848	2,145,397	46,034	28,308	109	
South Arcot	2,320,085	2,183,771	67,061	64,654	(*i*) 4,599	(*i*) 4,558 Jains.
Tanjore	2,326,265	2,105,496	130,653	89,558	558	
Trichinopoly	1,902,838	1,747,153	63,931	91,727	27	
Madura	2,007,082	1,862,857	78,922	65,301	2	
Rāmnād	1,721,837	1,520,566	116,156	85,102	13	
Tinnevelly (with Anjengo and Tangassēri)	1,907,314	1,601,744	109,280	196,267	23	
Nilgiris	126,519	99,110	6,764	20,178	467	
Malabar	3,098,871	2,039,333	1,004,327	54,650	561	
South Kanara	1,247,368	981,034	151,756	106,354	(*j*) 8,224	(*j*) 8,153 Jains.
Total ...	42,318,985	37,511,012	2,840,488	1,361,484	606,001	

TABLE III

Hindu Population by Communities: Census of 1921.

District.	Hindu population.	Brahmans.	Non-Brahmans.	Depressed classes.	Remarks.
Ganjām *	1,957,938	150,363	1,555,162	73,088	* Separate figures for the Agency part of each of these districts are not available. The figures for the Agency as a whole are—
Vizagapatam *	2,860,266	68,603	1,952,472	182,027	
East Gōdāvari *	1,623,448	67,070	1,028,161	337,707	
West Gōdāvari	1,964,325	106,260	1,401,734	456,331	Hindu population ... 1,026,939
Kistna					
Guntūr	1,515,986	100,499	1,327,554	187,933	
Nellore	1,189,555	43,205	891,334	255,016	Brahmans 13,772
Cuddapah	753,949	10,225	630,505	113,219	Non-Brahmans ... 979,626
Kurnool	737,460	12,892	614,785	109,783	Depressed classes ... 33,541
Bellary	770,146	5,709	665,555	78,882	
Anantapur	864,315	16,435	730,814	117,066	Total ... 1,026,939
Madras	427,722	44,977	316,070	66,675	
Chingleput	1,424,877	32,990	990,638	401,249	
Chittoor	1,192,439	18,408	938,084	235,947	
North Arcot	1,892,673	39,216	1,502,718	350,739	
Salem	2,049,452	29,160	1,714,590	305,702	
Coimbatore	2,145,397	39,389	1,749,278	356,730	
South Arcot	2,183,771	35,513	1,532,433	615,825	
Tanjore	2,105,496	139,122	1,459,929	506,445	
Trichinopoly	1,747,153	58,024	1,317,120	372,009	
Madura	1,862,857	50,555	1,578,685	233,617	
Rāmnād	1,520,566	40,070	1,192,783	287,713	
Tinnevelly (with Anjengo & Tangassēri).	1,601,744	60,998	1,225,657	315,089	
Nilgiris	99,110	915	78,104	20,091	
Malabar	2,039,333	53,580	1,096,843	888,910	
South Kanara	981,034	153,419	701,396	126,219	
Total ...	37,511,012	1,397,657	28,192,404	6,994,012	

TABLE IV

CHRISTIAN POPULATION BY RACE: CENSUS OF 1921.

District.	Christian population.	European.	Anglo-Indian.	Indian Christian.
Ganjām	3,364 *	88	87	1,794
Vizagapatam	19,428 *	261	1,136	4,259
East Gōdāvari	16,673 *	153	529	13,555
West Gōdāvari	91,087	31	143	90,913
Kistna				
Guntūr	153,510	61	26	153,423
Nellore	52,496	92	634	51,770
Cuddapah	25,739	20	32	25,687
Kurnool	53,656	37	38	53,581
Bellary	3,532	60	269	3,203
Anantapur	4,923	99	314	4,483
Madras	44,136	2,934	9,002	32,200
Chingleput	32,531	785	2,175	29,571
Chittoor	6,916	76	144	6,696
North Arcot	36,019	100	690	35,229
Salem	15,375	83	121	15,171
Coimbatore	28,308	382	943	26,983
South Arcot	64,654	157	603	63,894
Tanjore	89,558	175	671	88,712
Trichinopoly	91,727	199	576	90,952
Madura	65,301	525	660	64,116
Rāmnād	85,102	36	27	85,039
Tinnevelly (with Anjengo and Tangessēri)	196,267	131	736	195,400
Nilgiris	20,178	3,525	1,285	15,368
Malabar	54,650	706	2,501	51,443
South Kanara	106,354	49	102	106,203
Total ...	1,361,484	10,765	23,471	1,309,645

* Includes Christian population of the Agency portion also as under:—

Ganjām	1,395
Vizagapatam	13,772
Gōdāvari	2,436

The distribution by race is not available for each district; for the Agency tracts of the three districts together it is—

Europeans	23
Anglo-Indians	10
Indian Christians	17,570
Total ...	17,603

TABLE V

LANGUAGE SPOKEN: CENSUS OF 1921.

District.	Population.	Numbers whose mother tongue is							
		Tamil.	Telugu.	Malayālam.	Oriyā.	Kanarese.	Hindōstānī.	Others.	Remarks.
Ganjām *	2,168,460	378	834,785	101	931,790	67	4,836	(*a*) 63,605	(*a*) Savara ... 42,646 Khond ... 19,281
Vizagapatam * ...	3,192,229	1,743	2,150,263	26	32,751	108	9,696	(*b*) 37,287	(*b*) Gadabā ... 13,285 Konda ... 10,248 Khond ... 9,204
East Gōdāvari * ...	1,673,968	1,480	1,448,209	39	2,386	223	16,273	2,253	
West Gōdāvari ...	1,124,745	3,057	2,057,355	85	2,090	228	59,805	10,694	
Kistna	1,008,569								
Guntūr	1,809,574	2,998	1,676,140	22	376	535	110,102	19,401	(*c*) Marāthī ... 12,251
Nellore	1,385,553	26,226	1,281,582	125	21	510	72,523	4,566	(*d*) English ... 14,213 Gujarāti ... 3,080
Cuddapah	887,929	2,045	793,827	46	145	1,748	83,253	6,865	
Kurnool	914,890	1,815	793,017	25	257	7,190	99,333	13,253	
Bellary	862,370	5,846	271,741	636	415	482,718	77,925	(*e*) 23,089	(*e*) Marāthī ... 8,144 Patnūlī or Saurāshtrī. 2,432
Anantapur	955,917	4,337	772,984	65	346	91,298	66,908	19,979	
Madras	526,911	336,553	104,117	4,093	354	3,272	46,528	(*d*) 31,994	
Chingleput	1,493,058	1,132,445	323,769	509	22	5,114	22,672	8,527	(*f*) Marāthī ... 4,570 Patnūlī or Saurāshtrī. 6,511
Chittoor	1,269,157	270,784	916,794	80	216	13,975	57,744	9,564	
North Arcot ...	2,055,594	1,635,245	312,453	550	...	24,279	69,862	(*e*) 13,205	
Salem	2,112,034	1,551,932	364,844	457	...	142,290	40,335	(*f*) 12,176	(*g*) Marāthī ... 10,227 Patnūlī or Saurāshtrī. 17,083
Coimbatore ...	2,219,848	1,426,502	494,313	6,846	23	261,994	25,118	5,052	
South Arcot ...	2,320,085	2,076,693	193,643	408	...	7,507	38,531	3,303	
Tanjore	2,326,265	2,214,539	65,019	1,543	13	5,262	11,069	(*g*) 28,820	
Trichinopoly ...	1,902,838	1,609,806	218,247	1,375	2	41,034	20,670	8,704	(*h*) Saurāshtrī or Patnūlī ... 35,046
Madura	2,007,082	1,487,108	351,818	1,352	...	115,135	14,424	(*h*) 37,245	
Rāmnād	1,721,837	1,488,389	192,109	873	10	24,934	4,708	(*i*) 8,814	(*i*) Saurāshtrī or Patnūlī ... 8,115
Tinnevelly (with Anjengo and Tangassēri) ...	1,907,314	1,720,113	162,189	6,150	1	8,223	7,187	3,451	(*j*) English ... 4,941 Badaga ... 39,710
Nilgiris	126,519	39,032	4,497	11,606	267	14,753	3,934	(*j*) 52,430	
Malabar	3,098,871	110,881	17,980	2,934,982	32	13,547	4,768	(*k*) 16,681	(*k*) Mahl ... 3,148 Kōnkanī ... 2,665 English ... 2,595 Kōnkanī ... 175,523
South Kanara ...	1,247,368	1,138	750	254,240	...	221,690	17,307	(*l*) 752,243	
Total ...	42,318,985	17,151,085	15,804,445	3,226,234	971,517	1,490,634	985,511	1,193,201	(*l*) Tulu ... 537,825

* Separate figures for the Agency part of each of these districts are not available. The figures for the Agency as a whole are: Oriya—602,425; Khond—313,241; Telugu—297,283; Savara—123,710; Poroja—51,721; Koya—44,632; Gadaba—19,563; Konda—15,257; Others—4,064.

TABLE VI

Occupations: Census of 1921.

District.	Population.	Number dependent upon.					Remarks.
		Agriculture.	Industry.	Trade.	Professions.	Others (mostly insufficiently described).	
Ganjām *	2,168,460	1,454,025	98,897	117,293	41,008	124,339	* Separate figures for the Agency part of these districts are not available.
Vizagapatam * ...	3,192,229	1,570,297	243,994	117,486	28,203	271,894	
East Godavari *	1,673,968	1,133,659	164,056	81,277	30,959	60,912	
West Gōdāvari ...	1,124,745	1,473,652	309,365	144,429	53,002	152,866	
Kistna	1,008,569						
Guntūr	1,809,574	1,434,874	215,439	88,549	30,981	39,731	
Nellore	1,385,553	965,932	204,473	116,006	35,293	63,849	
Cuddapah	887,929	677,436	122,009	54,971	18,773	14,740	
Kurnool	914,890	684,748	109,419	47,699	20,551	52,473	
Bellary	862,370	684,482	76,988	49,347	24,261	27,292	
Anantapur	955,917	714,093	113,888	41,434	18,734	67,768	
Madras	526,911	21,386	195,130	103,328	65,346	141,721	
Chingleput ...	1,493,058	1,086,994	186,761	8,230	45,084	89,989	
Chittoor ...	1,269,157	988,488	158,726	62,373	18,976	40,594	
North Arcot ...	2,055,594	1,535,809	206,955	132,926	39,425	140,479	
Salem	2,112,034	1,497,061	227,108	120,076	41,738	226,051	
Coimbatore	2,219,848	1,526,191	273,593	136,452	50,344	233,268	
South Arcot ...	2,320,085	1,929,952	192,046	78,319	49,216	70,552	
Tanjore	2,326,265	1,638,164	283,704	147,864	105,038	151,495	
Trichinopoly ...	1,902,838	1,362,298	266,501	109,058	47,386	117,595	
Madura	2,007,082	1,517,738	267,034	118,792	41,516	62,002	
Rāmnād	1,721,837	1,240,250	182,398	139,724	32,871	126,594	
Tinnevelly (with Anjengo and Tangassēri) ...	1,907,314	1,146,841	397,021	147,672	50,223	165,557	
Nilgiris	126,519	77,529	14,380	6,816	7,580	20,214	
Malabar	3,098,871	1,924,535	597,061	317,749	120,013	139,513	
South Kanara ...	1,247,368	910,908	162,207	106,043	32,723	35,487	
Total ...	42,318,985	29,197,342	5,268,153	2,669,913	1,049,244	2,636,975	

The figures for the Agency as a whole are—

Agriculture...	1,227,496
Industry ...	55,110
Trade ...	44,469
Professions ...	12,844
Others ...	156,439
Total ...	1,496,358

TABLE VII

AGRICULTURE: FASLI 1336 (1926–27)

District.	Area.	Total area cultivated.	Area cultivated with				
			Rice.	Dry grains and pulses.	Cotton.	Oil seeds.	Miscellaneous crops.
	ACS.	ACS.	ACS.	ACS.	ACS.	ACS.	ACS.
Ganjām	5,364,818	1,508,402	1,151,604	471,763	1,406	115,456	77,107
Vizagapatam	10,999,240	2,622,656	1,155,383	1,228,736	19,410	335,237	328,086
East Gōdāvari	4,582,445	994,746	635,397	348,174	9,596	130,652	137,553
West Gōdāvari	1,504,993	742,191	681,300	145,247	1,254	73,692	48,462
Kistna	2,016,692	1,049,219	538,376	394,619	41,635	31,520	171,730
Guntūr	3,683,824	1,967,806	399,926	1,065,179	108,728	141,164	506,386
Kurnool	4,825,849	2,050,189	57,827	1,338,376	224,270	413,069	45,926
Bellary	3,649,806	2,401,363	28,130	1,596,232	522,309	236,787	43,754
Anantapur	4,272,980	2,024,581	82,714	1,379,819	175,645	383,624	58,894
Cuddapah	3,724,695	1,059,876	94,231	654,645	57,293	271,086	53,551
Nellore	5,087,200	1,191,108	349,974	816,813	31,198	53,954	42,676
Chingleput	1,965,897	770,047	637,525	155,826	33	73,879	41,810
Madras	18,634	...	...	...	...	...	...
South Arcot	2,693,098	1,327,150	539,319	476,652	818	428,657	60,619
Chittoor	3,590,316	694,375	167,640	426,403	377	134,942	71,456
North Arcot	3,170,935	1,155,284	377,312	486,987	1,925	389,334	65,010
Salem	4,423,916	1,586,830	93,047	1,447,078	49,731	152,565	63,817
Coimbatore	4,628,128	1,908,443	101,255	1,479,324	282,614	173,862	121,203
Trichinopoly	2,815,822	1,279,774	250,666	869,892	47,413	156,194	60,161
Tanjore	2,386,320	1,351,958	1,102,996	138,725	1,033	155,553	59,936
Madura	3,155,652	1,220,168	312,247	764,858	148,674	86,380	80,866
Rāmnād	2,314,578	1,131,302	286,019	558,433	206,829	63,713	76,113
Tinnevelly	2,788,317	1,169,759	330,013	546,049	270,866	73,572	173,274
Malabar	3,706,725	1,433,925	883,905	52,708	435	340,931	434,739
South Kanara	2,573,509	543,308	579,362	49,981	196	52,187	61,511
The Nilgiris	632,830	78,580	6,118	16,799	...	101	59,687
Total ...	90,577,219	33,263,040	10,841,686	16,909,318	2,203,688	4,468,111	2,944,329

NOTE.—The difference between the total of columns (4), (5), (6), (7) and (8) and that of column (3) is 4,104,092 acres, which is the area sown more than once.

TABLE VIII

INDUSTRIAL OCCUPATIONS: CENSUS OF 1921.

—	Number employed.			
	Total.	Management.	Operatives.	
			Skilled.	Unskilled.
Planting	35,574	1,005	1,039	33,530
Mines	6,565	212	190	6,163
Cotton and other textiles.	47,621	2,415	15.300	29,906
Leather	4,674	519	909	3,246
Wood	2,084	255	713	1,116
Metal	25,780	1,428	12,941	11,411
Chemicals, i.e., oil ...	6,300	732	1,056	4,512
Food industries	25,945	2,745	4,473	18,727
Transport	3,198	287	1,677	1,234
Printing, etc.	8,463	1,084	4,915	2,464
Miscellaneous	11,335	635	1,996	8,686
Total ...	177,539	11,335	45,209	120,995

TABLE IX

LITERACY: CENSUS OF 1921

District.	Population.	Number per mile who are literate among					
		Hindus.		Muhammadans.		Christians.	
		Males.	Females.	Males.	Females.	Males.	Females.
Ganjām *	2,168,460	135	6	347	73	541	434
Vizagapatam * ...	3,192,229	82	12	184	27	477	404
East Gōdāvari * ...	1,673,968	123	24	263	51	305	209
West Gōdāvari ...	1,124,745	} 116	24	143	38	129	70
Kistna	1,008,569						
Guntūr	1,809,574	127	19	74	10	77	35
Nellore	1,385,553	98	14	106	16	91	66
Cuddapah	887,929	109	8	93	13	136	55
Kurnool	914,890	114	9	95	8	98	35
Bellary	862,370	119	10	115	8	436	357
Anantapur	955,917	101	9	139	11	413	246
Madras	526,911	439	139	406	103	647	553
Chingleput	1,493,058	165	18	308	39	305	173
Chittoor	1,269,157	114	10	146	19	245	221
North Arcot ...	2,055,594	133	10	260	37	180	88
Salem	2,112,034	86	7	220	37	114	55
Coimbatore ...	2,219,848	128	14	350	27	386	215
South Arcot ...	2,320,085	172	12	247	18	154	55
Tanjore	2,326,265	243	22	338	8	229	80
Trichinopoly ...	1,902,838	160	16	386	16	236	84
Madura	2,007,082	167	11	318	11	267	114
Rāmnād	1,721,837	210	12	244	12	214	57
Tinnevelly (with Anjengo and Tangassēri) ...	1,907,314	666	147	556	130	639	483
Nilgiris	126,519	167	21	362	72	524	356
Malabar	3,098,871	247	63	118	7	454	291
South Kanara ...	1,247,368	158	21	126	15	217	108
Total ...	42,318,985	149	18	174	15	235	123

* Separate figures for the Agency part of each of these districts are not available. The figures for the Agency as a whole are—

Hindus—Males 35; Females 4.

Muhammadans—Males 210; Females 19.

Christians—Males 35; Females 7.

TABLE X.

Provincial Finance.

Year.	Total Revenue.	A.—Revenue from						Remarks.
		Land Revenue.	Excise.	Stamps.	Forests.	Registration.	Others.	
	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	
1920–21	1,619·71	688·54*	539·07	178·10	52·69	30·61	130·70	* Includes land revenue due to irrigation.
1926–27	1,683·69	754·32*	510·53	252·30	56·24	40·53	69·77	

Year.	Total expenditure.	B.—Expenditure on										
		Land Revenue and General Administration.	Law, Jails and Police	Irrigation.	Education.	Medical and Public Health.	Agriculture and Industries.	Civil Works.	Pensions.	Debt charges.	Contributions to Central Government.	Others.
	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.	LAKHS.
1920–21	1,479·60	209·43 + 28·25†	323·63 — 28·25 †	38·36	133·00	67·88	36·39	110·90	38·01	35·69	348·00	138·31
1926–27	1,582·21	269·28	310·88	50·55	198·68	96·74	50 44	114·87	60·57	89·63	165·19	175·38

† 30 per cent of District Administration charges shown under "Law" in 1920–21, but under "General Administration" in 1926–27.

Part II—The Provincial Administration.

(A) HEADQUARTERS

(*a*) Executive.

Under section 46 (1) of the Government of India Act, the Presidency of Fort St. George is governed in relation to reserved subjects by a Governor in Council and in relation to transferred subjects by the Governor acting with Ministers. The subjects which are transferred are set out in Schedule II of the Devolution Rules framed under section 45-A of the Act; reserved subjects are all other Provincial subjects included in Part II of Schedule I of the Devolution Rules.

His Excellency the Governor is appointed by His Majesty by Warrant under the Royal Sign Manual [Section 46 (2)].

Members of Council are appointed under section 47 (1) by His Majesty by Warrant under the Royal Sign Manual. Since December 17, 1920, when the Government of India Act was brought into operation in Madras, there have been four Members of Council, two being Members of the Indian Civil Service and two non-official Indians.

Ministers.—Ministers are appointed by the Governor and hold office during his pleasure [Section 52 (1)]. They may not be Members of the Executive Council or other officials, nor may a Minister hold office for more than six months unless he is elected a Member of the Legislative Council. It was decided in 1920, when the present constitution was introduced, that three Ministers would be necessary to administer the "Transferred" subjects, and this number has been retained ever since. In selecting his first Ministers the Governor adopted the plan of calling upon the leader of the party which at the general election of 1920 obtained a majority of seats to make recommendations. The Justice or Non-Brahman Party retained its majority at the election of 1923; but in 1926 it was beaten at the polls by the Congress Party, which became the strongest single party in the present Council. The leader of the Congress Party however refused to form a Ministry; and the present Ministry has been selected from amongst those who at the last elections stood as independents or as adherents of no party.

The distribution of business between the four Members of Council and the three Ministers is at present arranged as follows:—

MEMBERS OF COUNCIL

I.—The Hon'ble Sir C. P. Ramaswami Ayyar, K.C.I.E.

Law

Civil Justice.

Criminal Justice including petitions for mercy.

Elections.
Electricity (including hydro-electric schemes).
Foreigners.
Fortnightly report.
Irrigation.
Landlord and Tenant.
Legislative.
Magistracy.
Marine.
Miscellaneous Judicial Heads.
Passports.
Police including Criminal Investigation Department.
Press and Registration of Books.
Publicity including Editors' Table.
Railways.
Report on matters of political and administrative importance.
State Prisoners.
Translators to Government.

II.—The Hon'ble Sir Norman Marjoribanks, K.C.I.E. C.S.I.

REVENUE

Agency.
Constitution of districts, divisions and taluks.
Court of Wards.
Economic condition including prices and wages.
Escheats.
Famine.
General (i.e., questions of a general nature which cannot be allocated to any particular department).
Government Servants' Conduct Rules.
Indian Civil Service questions other than Leave and Appointments.
Land Revenue, Survey and Settlement.
Mines.
Office Procedure.
Petition rules—General questions.
Pounds and Special Funds.
Public Service Commission and service questions including examinations and special tests and land returns.
Reforms—not being legislative.
Treasure-trove.
Warrant of Precedence.
Wild Animals.
Yeomiahs, Inams and Hereditary Pensions.

III.—The Hon'ble Khan Bahadur Muhammad Usman Sahib Bahadur

HOME

Administration Report.
Aircraft.

Arms and Explosives.
Boilers.
Census.
Certificate of Age and Qualification.
Criminal Tribes.
Depressed Classes.
Emigration and Immigration except European vagrants and Foreigners.
Forests (including Cinchona).
Government Houses.
Jails.
Labour (including Factories).
Laccadives.
Pilgrims to the Hedjaz.
Reformatories.
Regulation of medical and other professional qualifications and standards.
Rewards for saving life and property.
Staff and Household of His Excellency the Governor.
Stamps.
Stationery and Government Presses.

IV.—The Hon'ble Mr. T. E. Moir, C.S.I., C.I.E., I.C.S.

FINANCE

Central subjects—

Archæology and Epigraphy.
Customs (including Trade).
Ecclesiastical.
Income-tax.
Meteorology.
Opium.
Political (other than matters relating to Indian States).
Posts, Telegraphs and Telephones including wireless installations.
Salt.
European Education.
Finance.
Military.
Move of Government to the Hills.
Pensions.

MINISTERS

I.—The Hon'ble Dr. P. Subbarayan.

Education other than European and Anglo-Indian Education.
Libraries, Museums and Zoological Gardens.
Light and Feeder Railways and Tramways within Municipal Areas.
Local Self-Government except Village Panchayats.

II.—The Hon'ble Mr. A. Ranganatha Mudaliyar.

Agriculture.
Civil Veterinary Department.
Co-operative Societies.
Development of Industries.
Public Works (Buildings, Roads, Ferries, Rope-ways, etc.).
Registration.
Religious and Charitable Endowments.
Village Panchayats.

III.—The Hon'ble Diwan Bahadur R. N. Arogyaswami Mudaliyar Avargal.

Adulteration of Foodstuffs and other articles.
Excise.
Fisheries.
Medical Administration.
Pilgrimages within British India.
Public Health, Sanitation and Vital Statistics.
Weights and Measures.

(*b*) THE LEGISLATURE

The constitution of the Legislative Council is governed by section 76-A (1) and (2) of the Act and by the first Schedule of the Act, and by the Madras Electoral Rules framed under sections 76-A (2) and 129-A of the Act. The present composition of the Council is as under—

Ex-officio.

Members of the Executive Council	4

Elected.

General constituencies: Urban	9
Do. Rural	56
Muhammadan: Urban	2
Do. Rural	11
Indian Christian	5
European	1
Anglo-Indian	1
Landholders	6
University	1
Planters	1
Trade and Commerce	5
Total elected ...	98

Nominated.

Officials	7
* Depressed classes	10
† Backward tracts	1
Others	12
Total nominated ...	30
Grand Total ...	132

Twenty-five of the general constituencies, one Muhammadan and one special constituency return more than one member each; and in 27 of the general constituencies 28 out of 61 seats are reserved for Non-Brahmans.

The following tables show the composition of each of the three Councils of 1920, 1923 and 1926 by race or caste and by parties:—

Race or community.	1920.			1923.			1926.		
	Elected.	Nominated and ex-officio.	Total.	Elected.	Nominated and ex-officio.	Total.	Elected.	Nominated and ex-officio.	Total.
Hindus { Brahman ..	17	5	22	13	1	14	18	3	21
Hindus { Non-Brahman ..	57	8	65	61	8	69	56	10	66
Hindus { Depressed classes.	..	5	5	..	9	9	..	10	10
Muhammadans	13	1	14	13	1	14	13	1	14
Indian Christians	5	1	6	5	2	7	5	2	7
Europeans and Anglo-Indians.	6	9	15	6	8	14	6	8	14
Total ..	98	29	127	98	29	127	98	34	132
Party.									
Non-Brahman or Justice ..	63	18	81	44	17	61	21	1	22
Congress	..	..	..	11	..	11	41	..	41
Independent	18	..	18	6	1	7	36	22	58
Anti-Ministerial	17	..	17	37	..	37	..	..	..
Officials	..	11	11	..	11	11	..	11	11
Total ..	98	29	127	98	29	127	98	34	132

The qualifications of voters in the several constituencies are set out in Schedule II of the Madras Electoral Rules. In the general constituencies every British subject of sound mind over the age of 21 is qualified provided that—

(1) he is assessed to income-tax or a municipal tax,

* For definition of the depressed classes—see page 44 below.

† The Laccadive Islands and Minicoy, and the Ganjam, Vizagapatam and Godavari Agencies, have been notified as "Backward Tracts" under section 52-A (2) of the Government of India Act.

(2) he occupies either as owner or tenant land with an annual rent value of not less than Rs. 10, or in the City of Madras a house of an annual value of not less than Rs. 60.

Retired, pensioned or discharged officers, non-commissioned officers and soldiers of His Majesty's regular forces are entitled to vote irrespective of other qualifications.

The proportion of the population who are voters and the proportion of the voters who actually polled at each of the general elections of 1920, 1923 and 1926 are shown below:—

Year. (1)	Population at census of 1921. (2)	Number of voters. (3)	Percentage of column 3 to column 2. (4)	Number who polled. (5)	Percentage of column 5 to number of voters in constituencies when the election was contested. (6)	Number of seats. (7)
1920	42,318,985	1,248,156	2·94	303,558	24·90	98
1923	42,318,985	1,283,923	3 03	425,983	36·26	98
1926	42,318,985	1,377,466	3·25	598,360	48·00	98

The President and Deputy President of the Council are elected by the Council subject to approval by the Governor [section 72-C (1) and (2)]. These offices are at present held by M.R.Ry. Rao Bahadur C. V. S. Narasimha Raju, who before his election as president was the leader of the Congress Party, and by Mrs. Muthulakshmi Reddi.

(c) The High Court.

Under the Government of India Act, the High Court, Madras, consists of a Chief Justice and as many Judges, not exceeding twenty, as His Majesty thinks fit to appoint. At present there are a Chief Justice, eleven permanent Puisne Judges and two Additional Judges. The two Additional Judges were appointed for one year in 1924 and the appointments were continued yearly until December 1927, when the Government of India sanctioned the appointments for a further term of two years.

Under section 101 (4) of the Government of India Act, 1915, one-third of the Judges (inclusive of the Chief Justice) of the High Court must be Barristers and Advocates as defined in section 101 (3-A) and one-third must be members of the Indian Civil Service. At present the classification is as follows:—

The Chief Justice	
Odgers, J.	
Devadoss, J.	Barristers.
Beasley, J.	
Madhavan Nair, J.	

Phillips, J.	Indian Civil Service.
Wallace, J.	
Waller, J.	
Jackson, J.	
Reilly, J. (Addl. Judge)	
Kumaraswami Sastri, J.	High Court Vakils.
Ramesam, J.	
Venkatasubba Rao, J.	
Srinivasa Ayyangar, J. (Addl. Judge) ...	

The High Court exercises an original jurisdiction (civil and criminal) and an appellate jurisdiction (civil and criminal). Under its original civil jurisdiction, all suits arising within the limits of the City of Madras are tried by Judges sitting on the original side, except that money suits up to a value of Rs. 2,000 are tried in the Small Cause Court, and other suits up to a value of Rs. 2,500 are tried in the City Civil Court. On the Criminal Side, cases committed by Magistrates within Madras City are tried at High Court Sessions—of which there are four in a year. Since the appointment of the Additional Judges, it has been usual for three Judges to sit on the original side, and one Judge takes Sessions. On the appellate side eleven Judges usually sit. One Judge sits for admission work, and there are five Benches of two Judges each. The usual distribution of work is that one Bench sits for first appeals, O.S. appeals and L.P. appeals, one Bench for first appeals alone, one Bench for second appeals, one Bench for miscellaneous work and one Bench for criminal appeals and referred trials. Criminal work does not, on an average, occupy the time of a Bench for more than three days in a week, and for the remainder of the week this Bench deals with miscellaneous work or second appeals. The constitution of the Benches and the distribution of work are arranged by the Chief Justice. Sittings lists are printed and published and are liable to fortnightly revision.

In addition to their judicial duties the Judges have a very considerable amount of administrative and other work to do. This work may be classified under three main heads—

(1) Administrative work arising out of the functioning of the High Court itself.

(2) Administrative work in connexion with the Judicial Department as a whole arising out of—

(*a*) The exercise of powers delegated by Government to the High Court.

(*b*) The exercise of the function of intermediary between the mufassal courts and Government in all matters requiring Government sanction or orders.

(3) Work in connexion with the consideration of bills and other matters forwarded by the Government of India or the local Government to the Judges for their opinion.

As regards (1) the Registrar is responsible solely to the Chief Justice in matters connected with the organization and establishment of the High Court itself. This branch of work, therefore, while it adds considerably to the work of the Chief Justice, does not add to the burden of the Judges as a body; and it is hardly necessary to describe it in any detail.

As regards (2) each Judge takes a branch or branches of work and only in cases of considerable importance are the papers circulated to all the Judges. There is of course a great deal of work of a more or less routine character, but the more important branches of work are as follows:—

A. Finance.
B. Appointment, posting and transfer of Judicial officers.
C. Supervision of lower courts.
D. Questions regarding establishment of new courts, and continuance of temporary courts.
E. Supervision of Official Receivers.
F. Establishment questions.

It has been the practice for an I.C.S. Judge—usually the Senior Judge—to take the questions under B, and for another I.C.S. Judge to take Finance. In regard to "B"—the High Court has full powers over the first appointment, posting and transfers of District Munsifs; and in the matter of promotions to the cadre of Sub-Judge and all other questions relating to Sub-Judges, the High Court is always consulted. The High Court also furnishes Government with a list of officers whom they consider eligible for appointment as District Judge. The High Court's supervision over lower courts is exercised by the perusal of District Judges' notes of inspection of subordinate courts and by the perusal of judgments in all sessions cases. For the latter purpose and for the purpose of general supervision, each Judge is allotted two or three districts.

(*d*) The Secretariat

The Secretariat is organized into seven departments each under a Secretary to the Government. The distribution of business among these departments is as follows:—

Chief Secretary

Judicial Department.

Police.
Triplicane poor-house.

Political Department.

Carnatic Stipends.
Ceremonial Honours.
Consuls—British Consul at Pondicherry and Foreign Consuls.

Governor—
Contract grant.
Residences—Construction, maintenance and furnishing.
Staff and Household.
Tour expenses.
Indian Chiefs and States.
Political Detenus.
Titles.
Uniforms.
Warrant of Precedence.

PUBLIC DEPARTMENT.

Administration Report, Presidency.
Air Forces.
Arms and Explosives.
Board of Examiners.
Civil Lists—Preparation.
Criminal Investigation Department.
Criminal Justice—
Criminal Procedure and Indian Penal Codes (prosecutions for political offences only).
General questions relating to Criminal Courts.
Magistrates (other than honorary)—Suspension, removal, etc.
Remission and commutation of sentences in cases where political considerations are involved.
European Vagrancy Act.
Executive Council—Business in.
Foreigners—
Foreigners Act and Ordinance.
Foreign Missions.
Foreigners trading.
Naturalization.
Fortnightly Report.
General (i.e., questions of a general nature which cannot be allocated to any particular department).
Government Servants' Conduct Rules.
Government Service—General questions.
Land Returns—General questions.
High Court Judges—Leave and Appointments.
Indian Civil Service and Listed Posts.
Military—
District Soldiers' Committees.
Ex-army Men.
Garrisons.
Indian Army Reserve of Officers.
Indian Defence Force, etc.
Madras Soldiers' Board.
Movement of Troops.
Roads of Military Importance.

Navy.
Office Procedure.
Petition Rules—General questions.
Press and Registration of Books.
Public Holidays.
Publicity—
Editors' Table.
Reuters' and News agency telegrams.
Public Service Commission.
Reforms—General questions.
Religious Disputes.
Reports on matters of political or administrative importance.
Secretariat—
Buildings.
Central Issue branch.
Establishments—Additions to and general questions relating to pay and allowances.
Library.
Manual.
Move to and from Stonehouse Hill—Dates.
Record office.
Separation of Judicial from Executive functions.
Special tests—General questions.
Staff Selection Board.
State Prisoners.

Secretary, Development Department.

Agriculture.
Cinchona.
Co-operation.
Factories.
Fisheries.
Forests, except Ryots' forests and Forest panchayats.
Industries.
Inventions and Designs.
Mines.
Trade.
Veterinary.
Weights and Measures.

Secretary, Finance Department.

Account Codes.
Allowances—General questions and Manual.
Archæology.
Audit and Appropriation Reports.
Budgets and Accounts.
Cemeteries and Tombs.
Civil Service Regulations.
Customs.
Donations for charitable purposes—
Other charitable institutions and miscellaneous.

Ecclesiastical.
Epigraphy.
Fundamental Rules.
Grants, loans and advances—General questions.
Income-tax.
Indian Christian Marriage Act.
Leave—General questions.
Liveries and Clothing.
Losses and Defalcations.
Madras Record office.
Marine.
Meteorology.
Move of Secretariat to the Hills except fixing of dates.
Pensions, except political or hereditary.
Reforms—Financial.
Rewards for saving life and property.
Salt.
Secretariat cash bureau.
Stationery and Printing.
Stores.
Travelling Allowance Rules.

Secretary, Law and Education Department.

Acts.
Administrator-General.
Bills.
Bills—Drafting.
Breach of Contract Act.
Cantonments Act.
Carbide of calcium.
Census.
Certificate of age and qualification.
Cinematograph Act.
City Tenants' Protection Act.
Civil Justice.
Civil Orphan Asylums.
Companies.
Criminal Justice—
- Additional and Assistant Sessions Judges (except appointment of Additional Sessions Judges).
- Criminal Justice Report.
- Criminal Procedure and Indian Penal Codes (excluding prosecutions for political offences).
- Petitions for mercy from sentences of death.
- Petitions from convicts including Port Blair convicts.
- Presidency Magistrates.
- Remission and Commutation of sentences (where no political considerations are involved).

Criminal Lunatics.
Education.
Elections.

Estates Land Act.
Examinations except Public Service Notification and Board of Examiners.
Extradition.
Hackney Carriages Act.
Indian Poisons Act.

Jails—
Jails.
Prisoners' Homes.

Kazis Act.
Landlord and tenant.
Law officers.
Legislation.
Legislative Council.
Legislative publications.
Libraries.
Life Assurance Companies.

Magistracy—
Bench Courts.
Criminal appeals.
Criminal powers.
Honorary Magistrates.

Motor Vehicles Act.
Museums.
Official Trustee.
Passports including Certificates of identity.
Petroleum.
Pilgrims to the Hedjaz.
Prevention of Cruelty to Animals Act.
Provident Insurance Societies.
Reformatories.
Registration of Births, Deaths and Marriages.
Registration of Deeds and Documents.
Royal Humane Society.
Rules and Orders.
Scrutiny of notifications.
Stage Carriages Act.
Towns Nuisances Act.
Translators to Government.
Treasure-trove.
Village Courts Act.

Secretary, Local Self-Government Department.

Adulteration of food-stuffs.
Audit reports of local bodies.
Choultries.
Corporation of Madras.
Langarkhanas except the Triplicane poor-house.

Local Boards.
Medical.
Monegar Choultry.
Municipal Councils.
Pilgrimages within British India.
Places of Public Resort Act.
Public Health.
Religious and Charitable Endowments.
Sanitation.
Tramways (Municipal).
Town-planning.
Village Panchayats.
Vital Statistics.

Secretary, Public Works and Labour Department.

Aircraft and all matters connected therewith except Air Forces.
Boilers.
Canals—Irrigational and Navigable.
Criminal Tribes.
Depressed classes.
Electricity.
Emigration and Immigration except European vagrants and foreigners.
Ferries maintained by Government.
Hydro-electric schemes.
Irrigation (major-works).
Labour.
Planters' Labour Act.
Public Works.
Railways.
Rivers—Conservancy.
Roads maintained by Government.
Posts, Telegraphs and Telephones including Wireless installation.
Trade Disputes.
Trade Unions.
Workmen's Compensation Act.

Secretary, Revenue Department.

Agency tracts.
Agricultural Statistics.
Board of Revenue (General).
Constitution of districts, divisions and taluks.
Transfer of villages.
Court of Wards and Zamindars.
Impartible Estates Act.
District Gazettes and Gazetteers.
Deputy Collectors.
Economic condition (including prices and wages).
Escheats.

Excise—

Abkari, opium and other drugs.
Famine.
Floods.
Forest panchayat and Ryots' forests.
Inams.

Irrigation (minor works)—

Minor Irrigation Works.
Do. Establishment.
Navigation.
Water-rate.
Laccadives.

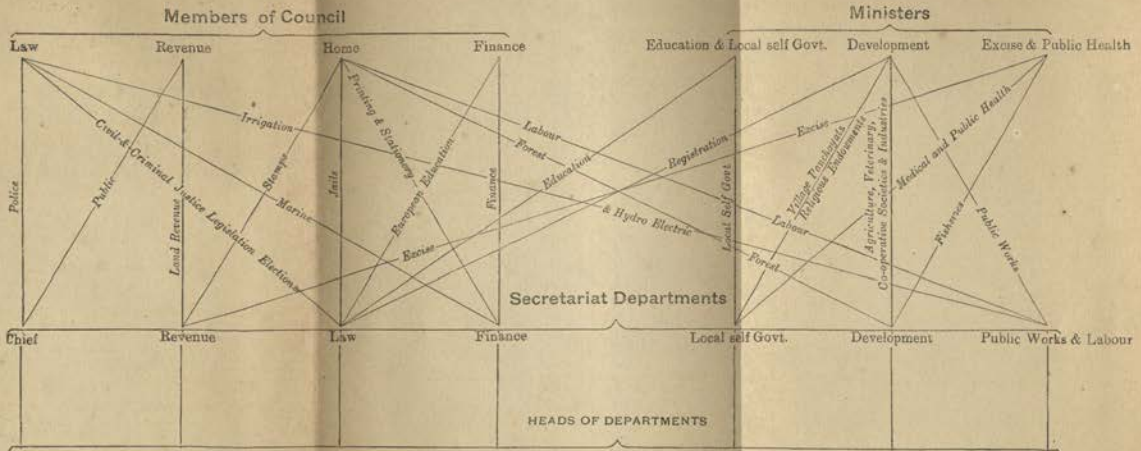
Land—

Acquisition.
Alienation.
Assignment.
Land Records.

Land Revenue—

Revenue Recovery Act.
Land Revenue (Miscellaneous).
Land Revenue (Establishment).
Land Revenue (Buildings).
Loans.
Pensions—hereditary not being political.
Pounds.
Season.
Settlement.
Kistbandi.
Special Funds.
Stamps.
Survey.
Boundary disputes.
Treasuries.
Village accounts.
Village establishments.
Wild animals.
Yeomiahs.

The Secretaries are Secretaries to the Government as a whole and not Secretaries to any particular Member of Council of Minister. As a matter of fact each department of the Secretariat submits papers to more than one Member of the Government and each Member of the Government is responsible for subjects dealt with in more than one department. The accompanying diagram shows for each of the principal Provincial subjects the Member of Council or Minister responsible and the department of the Secretariat which deals with it.



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(e) The Board of Revenue

The Madras Board of Revenue is a statutory body constituted under and regulated by Madras Regulation I of 1803 as modified by Madras Act I of 1894. It consists normally of three senior Members of the Indian Civil Service though selected members of the Madras Provincial Civil Service may be appointed to serve on it. Questions are decided either by a resolution of the Board as a whole or by individual members in accordance with the distribution of business made by virtue of the Regulation and Act governing its proceedings. A Member dissenting from the majority may record his dissent and the proceedings of the Board on any question shall at the motion of any Member be referred to the Local Government.

Most of the duties with which the Board is charged are statutory and are subject to statutory limitations, but some it performs subject to the general control of the Government by virtue of executive orders of the Government delegating specific powers to it. It is responsible for seeing that the District Collectors and their subordinates discharge their respective duties properly and that all orders and regulations are properly carried out and for this purpose is vested with disciplinary powers.

To one Member of the Board who is called the Commissioner of Land Revenue and Settlement is entrusted the administration of matters relating to the survey, classification and registration of the land (including the maintenance of the survey records), the periodical settlement of the land revenue in cases in which it has not been permanently settled, the irrigation of land in its non-technical aspect, famine relief, the disbursement of loans to ryots for improvements to their lands and the culture of them, the remission of the land revenue and the postponement of its collection in bad seasons.

To another Member of the Board who is called the Commissioner of Land Revenue is entrusted the administration of general matters concerning the land and land revenue such as the assignment and relinquishment of land, the acquisition of land for public purposes and the collection of the land revenue and matters relating to estates the land revenue of which has been permanently settled.

The other Member of the Board is the Commissioner of Excise who in addition to his duties as such is charged with the administration of matters connected with the revenue from stamps and cotton excise.

By virtue of Madras Acts II of 1894 and III of 1895 supplemented by the executive orders of the Government, the Board is the final authority exercising control over the village officers.

By virtue of Madras Act I of 1902 the Board is a Court of Wards responsible for the administration of the estate of any landholder who by reason of minority or other cause specified in the Act may be declared by the Local Government to be a ward of the Court.

(*f*) THE CORPORATION OF MADRAS.

The administration of the municipal affairs of the City of Madras is governed by the Madras City Municipal Act (IV of 1919). Section 4 of this Act entrusts the administration to the following three authorities:—

(1) the Council;
(2) standing committees of the Council;
(3) the Commissioner.

The Council consists of fifty councillors as under—

(*a*) thirty elected divisional councillors, one elected by the voters of each of the 30 divisions into which the City is divided for the purposes of municipal administration. Sections 48 and 49 of the Act confer the municipal franchise on all British subjects or subjects of Indian States who have attained the age of 21, who pay property tax, company tax, or profession tax, or who occupy for not less than six months, and pay rent for, a house of the annual value of not less than Rs. 60;

(*b*) three elected by the Madras Chamber of Commerce, three by the Madras Trades Association and two by the South Indian Chamber of Commerce;

(*c*) three elected or appointed by other associations or bodies as directed by the Government. Under this provision the Government have directed that the Madras Port Trust, the University and the Anglo-Indian Association shall each elect one Councillor;

(*d*) nine appointed by the Government with special regard to the representation of Muhammadans and other minorities. The Councillors who now hold office under this provision are 3 non-Brahman Hindus, 3 Europeans or Anglo-Indians, 2 from the depressed classes and 1 Muhammadan.

The present composition of the Council is exhibited in the following statement:—

	Elected by ratepayers of the division.	Elected by Institutions.	Nominated by the Government.	Total.
Hindus. Brahmans ...	7	...	...	7
Hindus. Non-Brahmins	18	3	3	24
Hindus. Depressed classes ...	...	...	2	2
Muhammadans ...	2	1	1	4
Indian Christians ...	2	...	...	2
Europeans or Anglo-Indians.	1	7	3	11
				50

All Councillors hold office for three years; under the procedure prescribed in section 413 (*b*) of the Act, 10 of the 30 divisional councillors vacate their seats every year and the vacancies are filled up at an ordinary election conducted by the Commissioner.

Under section 23 of the Act the Municipal Government of the City vests in the Council; but the Council is not entitled to exercise any function expressly assigned by law to a Standing Committee or to the Commissioner. It is the duty of the Council to consider all statements of receipts and disbursements and all progress reports and to pass such resolutions on them as it deems fit. Under section 39 the Council has to consider an annual report on the administration and to forward it to the Government with any resolution it may pass on it. Under section 158 the Council has to pass the annual budget estimate before the beginning of the year to which it relates; under section 159 it may pass any supplemental estimates which may be necessary; and under section 162 it is incumbent on the Council to make such adjustments of income and expenditure as may be necessary to balance the budget and to leave at the close of the year a cash balance of not less than a lakh of rupees. Under sections 102, 116, 129 and Rule 8 in Schedule IV it is for the Council to decide the rates at which taxation shall be levied. Under section 142 any borrowing requires a resolution of the Council passed at a special meeting. The sanction of the Council is necessary for estimates and contracts exceeding Rs. 50,000; to the acquisition of immovable property worth more than Rs. 1,000 for a lease for more than three years, for the acceptance of a gift or bequest burdened with an obligation if it is worth more than Rs. 1,000, and for the sale or exchange of movable property worth more than Rs. 5,000 or for the grant in lease for more than three years. The powers of the Council over municipal establishments are regulated by sections 85 to 91, 95 and 96 of the Act; under section 85 it must appoint a Health Officer, an Engineer and a Revenue officer—subject to confirmation by the Government; under section 86, it may, with the sanction and subject to the confirmation of Government, appoint Special officers for special purposes; under section 90, appointments to the Corporation establishment must be made by the Council if the salary of the officer exceeds Rs. 500; and under section 91 the Council may modify, amend or sanction the schedule of establishment laid before it by the Commissioner and the Standing Committee; under section 95 any service regulations framed by the Standing Committee can come into force only after the Council has confirmed them, and in the case of regulations relating to the grant of pensions or gratuities or the establishment of a Provident Fund, with the sanction of Government.

At its first meeting after November 1st each year the Council elects one of its members to be its President. The duties of the President are to preside at meetings of the Council (section 32) and to conduct official correspondence with the Government (section 37).

Section 6 of the Act requires the constitution of four Standing Committees to deal with (1) taxation and finance, (2) works, (3) health and (4) education. Each Committee consists of seven members elected by the Council from its own number; and each member of a Standing Committee holds office until he resigns or until

his term of office as a Councillor is determined (section 19). Each Committee elects one of its numbers to be its Chairman at its first meeting after November 1st each year. The President of the Council by virtue of his office is a member of each Standing Committee.

The powers and duties of the Standing Committee are defined by regulations framed by the Council; and the following statutory powers are assigned to the "Taxation and Finance" Standing Committee by section 20 (2) of the Act:—

(*a*) Supervision of the utilization of budget grants;

(*b*) the right to call for explanation of receipts and expenditure;

(*c*) the right to conduct a monthly audit;

(*d*) the power to write off irrecoverable dues.

The sanction of a Standing Committee is required to an estimate or a contract exceeding Rs. 10,000. No contract involving expenditure of more than Rs. 3,000 may be entered into without calling for tenders, unless the Standing Committee authorize such action. The Standing Committee may amend the establishment schedule before laying it before the Council; and it may frame service regulations subject to confirmation by the Council. The sanction of the Standing Committee is required for the exchange of immovable property, for a lease exceeding a year, and for the acceptance of any gift burdened with an obligation; also for the disposal by sale or exchange of immovable property worth more than Rs. 500, and for the grant of a lease for more than a year.

The Taxation and Finance Standing Committee is the authority to decide appeals against assessment to taxes in case the appellant does not accept the order of the Commissioner. Appeals lie from the Standing Committee's decision to the Small Cause Court.

The Commissioner is appointed by the Government, is not a Member of the Council, and holds office for a renewable period of three years. He may be removed by the Government and shall be so removed if at a special meeting of the Council called for the purpose 33 Councillors vote for his removal. He has the right to attend meetings of the Council or of a Standing Committee and to take part in the discussion but not to vote; and he must attend any meeting if so required by the President. He is bound to carry out every resolution of the Council which is not cancelled by the Government.

Subject to the powers conferred by the Act on the Council or the Standing Committee, all executive power vests in the Commissioner; he prescribes the duties of the establishment, and exercises supervision and control over their acts and proceedings.

The functions of the Corporation may be inferred from the Financial Rules in Schedule V of the Act, where it is laid down that "the objects which the Municipal fund may be spent include " . . . in general all matters necessary or conducive to the

" safety, health, convenience, of education of the citizens of " Madras or the amenities of the city and all matters incidental " to the administration."

Among matters connected with public safety the chief activities of the Corporation are the lighting of public streets, maintenance of a fire of brigade, control of dangerous places, buildings, trades and practices, prevention of obstructions in streets.

The principal matters connected with public health are the maintenance of hospitals and dispensaries, training of health officers and medical subordinates, training and provision of nurses, vaccination, registration of vital statistics, census, markets and slaughter-houses, latrines, drains and sewage works, water-works, wash-houses, parks, the improvement of unhealthy places, the cleaning of streets, scavenging and the abatement of nuisances, control of burial and burning-grounds, the relief of congestion and town-planning.

Among matters connected with the public convenience, amenities and education are the maintenance of streets and bridges, and regulation of buildings; maintenance of avenues and public monuments, recreation grounds, zoological gardens, reading rooms, baths; the provision of music, maintenance of schools for primary, technical and industrial education and the training of teachers.

Finance.—In 1926–27 the revenue of the Corporation from rates and taxes was Rs. 37·83 lakhs; from municipal property and powers other than taxation Rs. 5·41 lakhs; and from miscellaneous sources (chiefly payments for water for non-domestic purposes) Rs. 7·01 lakhs. With an opening balance of Rs. 10·18 lakhs and special receipts of nearly Rs. 6 lakhs, the total income was Rs. 66·39 lakhs. The property tax on buildings and lands was levied at the rate of 13½ per cent of the annual value.

The same year the expenditure totalled Rs. 57·52 lakhs leaving a closing balance of Rs. 8·87 lakhs.

The distribution of expenditure was as follows:—

	LAKHS.
Public Works	16·68
Health	12·14
Grant to Elementary Education Fund	2·56
Miscellaneous (e.g., Lighting, fire brigade, etc.)	5·50
Supervision and Management (including assessment and collection)	3·18
Debts charges	13·77
Other	3·69
Total ...	57·52

In addition, the Corporation incurred capital expenditure amounting to Rs. 12·48 lakhs, Rs. 10·22 lakhs on drainage works, Rs. 30,000 on water-supply and Rs. 1·96 lakhs on other public works.

The Corporation levies an elementary education tax at $\frac{3}{4}$ per cent of the annual value of buildings and lands in the city; this with a grant from the Government and the appropriation from the general revenues of the Corporation enabled it to meet expenditure in 1926–27 of Rs. 3·97 lakhs on its elementary schools. It also incurred capital expenditure amounting to Rs. 2·12 lakhs on school buildings and equipment.

The liabilities of the Corporation amounted on 31st March 1927 to Rs. 1,42·91 lakhs; and its assets to Rs. 2,41·76 lakhs.

(B) THE DISTRICTS.

The Machinery of Administration.

Reserved Departments.

1. Revenue.
2. Magisterial.
3. Police.
4. Civil Judicial.
5. Jails.
6. Forests.
7. Labour.
8. Public Works (Irrigation).

Transferred Departments.

8. Public Works (Roads and Buildings).
9. Excise.
10. Education.
11. Registration.
12. Agriculture.
13. Co-operation.
14. Industries.
15. Veterinary.
16. Fisheries.
17. Local Self-Government.
18. Medical.
19. Public Health.

The Presidency excluding the City of Madras is divided into 25 districts. For the purposes of Revenue administration, each district is divided into four or five divisions; most divisions into two taluks; and each taluk into a hundred or more villages. The officers of other departments are generally distributed according to the territorial divisions made for the Revenue Department.

The hill tracts of the Ganjām, Vizagapatam and Gōdāvari districts which are inhabited largely by primitive tribes are known as the Agencies and have been notified as "Backward Tracts" under section 52-A (2) of the Government of India Act. They are administered by the Collectors and District Magistrates of the districts as Agents to the Governor or Government Agents. In consequence of the notification all subjects in these tracts are

DIAGRAM OF THE MACHINERY OF ADMINISTRATION.

Area of jurisdiction.	Revenue. (1)	Magisterial. (2)	Police. (3)	Civil Judicial. (4)	Jails. (5)	Forests. (6)	Salt. (7)	Public Works. (8)	Excise. (9)	Education. (10)	Registration. (11)	Agriculture. (12)	Co-operation. (13)	Industries (14)	Veterinary. (15)	Fisheries. (16)	Local Self-Government. (17)	Medical. (18)	Public Health. (19)
Presidency	Board of Revenue.	High Court	Inspector-General.	High Court	Inspector-General of Prisons.	Chief Conservator.	Commissioner	Chief Engineers.	Commissioner of Excise.	Director of Public Instruction.	Inspector-General.	Director of Agriculture.	Registrar of Co-operative Societies.	Director of Industries (some specialists).	Veterinary Adviser.	Director of Fisheries; Assistant Directors.	Inspector of Local and Municipal Councils and Registrar-General of Panchayats.	Surgeon-General.	Director of Public Health.
Circle	.....	.....	Deputy Inspector-General.	.....	.....	Conservator	.....	Superintending Engineer.	Assistant Commissioner.	.....	.....	Deputy or Assistant Director.	Deputy Registrar.	.....	Deputy Superintendent.	.....	.....	.....	Assistant Director.
District	Collector	* Sessions Judge; District Magistrate.	District Superintendent.	District Judge.	Superintendent of District Jail.	District Forest Officer.	District Labour Officer.	Executive Engineer.	Excise Inspector.	District Educational Officer.	District Registrar.	.....	Assistant Registrar.	.....	Veterinary Assistant Surgeon.	.....	President, District Board and District Board Engineer.	District Medical Officer.	District Health Officer.
Division	Divisional Officer.	Subdivisional Magistrate.	Assistant or Deputy Superintendent.	Sub-Judge; District Munsif.	.....	.....	.....	Subdivisional Officer.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Taluk	Tahsildar	Sub-Magistrate.	Inspector	.....	Superintendent of Sub-Jail.	Ranger	Special Deputy Tahsildar.	Supervisor; Overseer.	Excise Sub-Inspector.	Deputy Inspector of Schools.	Sub-Registrar.	Agricultural Demonstrator.	Co-operative Inspector.	.....	.....	.....	President, Taluk Board.	Assistant Surgeon.	Health Inspector.
Sub-Taluk	Deputy Tahsildar; Revenue Inspector.	.....	Sub-Inspector	.....	.....	.....	Special Revenue Inspector.	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	Sub-Assistant Surgeon.	.....
Village	Village Headman; Karnam.	Village Headman; Panchayat Court (some villages).	Talayari	Village Munsif Panchayat Court (some villages).	.....	.....	.....	.....	.....	.....	.....	.....	Co-operative Society (some villages).	.....	.....	.....	President, Union Board, Village Panchayats (some villages).	.....	.....

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* Though the Collector and District Magistrate is entered under Revenue and Magisterial, his functions are not confined to those departments—see pages 55 to 58.

N.B.—This table is arranged according to areas of *jurisdiction*; it must not be assumed that all officers in the same horizontal line are of equal status or of lower status than those in higher horizontal lines in other vertical columns.

treated as Reserved: and Acts of the legislature come into operation only at such time and with such notification or exception as may be notified by the Governor-General in Council or the Governor in Council and by rules issued under the Scheduled Districts Act of 1874 the Agents are invested with civil jurisdiction in addition to their powers as Collectors and District Magistrates.

The Laccadive Islands and Minicoy are similarly administered by the Collectors and District Magistrates of Malabar and South Kanara.

In the appended diagram of the machinery of administration, the officers who generally function in each territorial division are shown in the same row. There are separate rows for the Presidency, the circle or range, the district, the division, the taluk, the sub-taluk and the village. Departments numbered 1 to 7 and a part of 8 are reserved. Departments numbered 9 to 19 and a part of 8 are transferred.

1. THE REVENUE AND 2 MAGISTERIAL DEPARTMENTS

The Collector and District Magistrate.

Each district of the Presidency is in charge of a single officer known as the Collector and District Magistrate who is a member of the Indian Civil Service or a specially selected member of the Provincial (Madras) Civil Service. He is the direct representative of the Government for all general purposes in the district.

As *District Magistrate* he is the chief executive authority in the district and as such is responsible to the Government for the maintenance of law and order and the criminal administration of the district for which purposes the Police force is under his control and direction and the *Superintendent of Police* is his assistant: though the Superintendent and the police force which he commands are under the disciplinary control and technical supervision of the Inspector-General of Police and his Deputies. He is also responsible for the administrative control of the subordinate magistracy. He rarely tries a criminal case but he is responsible for seeing that the trying Magistrates do their work properly.

As *Collector* he is responsible to the Board of Revenue and through it to the Government for the proper collection of the revenue due to the Government in the district and for the administration of all matters connected with the land other than Irrigation, Agriculture and Forestry in their technical aspects and Registration. He is also responsible to the Board of Revenue and through it to the Government for the administrative control of the subordinate revenue staff through the agency of which most of the details of general administration are attended to.

As administrative head of the district the *Collector* has general supervision over the *District Forest Officer* who pending any reference to higher authority must obey any order which the Collector may issue to him. The District Forest Officer and his subordinates are, however, under the disciplinary control and

technical supervision of the Chief Conservator of Forests and his Conservator; and, inasmuch as the District Forest Officer is responsible for the management of only commercial and protective forests, his work is almost entirely technical in character and the actual connexion between the Collector and the District Forest Officer is restricted to questions of general administration and is comparatively slight. Forest which have little or no commercial or protective value and which are of importance only as providing firewood, grazing and other local conveniences for the villagers are not under the control of the District Forest Officer but are managed by Forest Panchayats, i.e., committees under the direct control of the Collector.

As administrative head of the district the *Collector* has at his disposal, if required, the assistance and professional advice of the *Executive Engineer* of the Public Works Department and his staff. He may issue definite instructions to the Executive Engineer and, as in the case of District Forest Officer, pending any reference to higher authority these instructions must be complied with. The Executive Engineer and his staff are under the disciplinary control and technical supervision of the Chief Engineers and their Superintending Engineers; but the Collector must be consulted in connexion with all proposals for important changes in the distribution of water or in any other branch of the Public Works administration. The Collector has the right to propose such charges and the construction of new works and the repair of existing works; and his proposals may be disregarded only for reasons to be recorded and communicated to him by the Superintending Engineer. The connexion between the Collector and the Executive Engineer is much closer than that between the Collector and the District Forest Officer and more nearly resembles that between the District Magistrate and the Superintendent of Police.

At each important port in the Presidency there is a Port Officer who is in charge of the administration of the port. While he is in technical matters under the Presidency Port Officer, who is the adviser to the Government in marine matters, the Port Officer advises the Collector on matters like the disposal of land within port limits and acts as agent to the Subdivisional Magistrate in regard to wrecks. There are eleven Port Officers in the Presidency.

With the activities of the other departments of Government, such as the Agricultural Department, the Collector and District Magistrate has no direct connexion. Each department works under its own head who is directly responsible to the Government and has its own officers in each district. Similarly, with the various Boards, such as the District Board, which operate in the sphere of local self-government, the Collector has no direct connexion. It is, however, his duty as the direct representative of the Government for all general purposes in the district to keep in touch with the activities of all the special departments and

local boards in order that he may have a general knowledge of all that goes on in his district and be in a position to help and advise when required to do so. The Collector is the Returning Officer and appoints the Polling Officers for the elections in his district for the Legislative Council.

[*N.B.*—For Sessions Judge, see page 69 below.]

The Revenue Divisional Officer and Subdivisional Magistrate.

Each district is divided into a number of divisions usually four or five. Each division is in charge of a Revenue Divisional Officer and Subdivisional Magistrate who is usually a member of the Provincial (Madras) Civil Service though one or more in each district is to be a junior member of the Indian Civil Service. These officers are the principal assistants of the Collector and District Magistrate and are responsible to him for the maintenance of law and order in their divisions, for the collection of the revenue due to the Government and for the administration of all matters connected with the land other than Irrigation, Agriculture and Forestry in their technical aspects and Registration. Each occupies a position in his division corresponding to that of a Collector and District Magistrate in his district and is expected to keep in touch with the activities of all departments of the Government in his division and to have the same general knowledge concerning his division as the Collector has concerning his district. He prepares the electoral rolls of voters for the rural constituencies in his division for the elections for the Legislative Council. As Subdivisional Magistrate he tries all important cases which are not sufficiently serious to be committed to the Court of Sessions, i.e., which do not require a punishment more severe than rigorous imprisonment for two years and he hears appeals from the Subordinate Magistrates who are under his administrative control. Appeals against his own decisions are disposed of by the Court of Session. He is responsible to the Collector for the proper discharge of their duties by the subordinate revenue staff including the village officers and for the proper working of the village courts known as Panchayat Courts and the Forest Panchayats.

The Tahsildar and the Sub-Magistrate.

Each division consists of one or more taluks each of which is in the charge of a Tahsildar who is responsible to the Revenue Divisional Officer for the collection of the revenue due to the Government and for the proper administration of all matters connected with the land other than Irrigation, Agriculture and Forestry in their technical aspects and Registration, and whose business it is to keep in touch with the activities of all departments of the Government in his taluk and to have the same general knowledge concerning his taluk as the Revenue Divisional Officer has concerning his division. He is specially charged with the duty of seeing that the revenue due to the Government is

promptly and properly collected and with superintendence over the work of the village officers. To assist him he has a number of *Revenue Inspectors*, each of whom is entrusted with the supervision of the work of the village officers in a number of villages and with the performance in those villages of certain specified duties in connexion with the administration of matters connected with the land and the collection of the revenue. The Revenue Inspectors are clerks deputed from the Tahsildar's office after passing certain qualifying tests; and the Tahsildar himself is a member of the Madras Subordinate Service who has usually risen from the post of a clerk. The Tahsildar is ex-officio a Subordinate Magistrate: but he rarely exercises any magisterial powers. In the more important taluks the Tahsildar not infrequently has also the assistance of a Deputy Tahsildar who is directly responsible subject to the general supervision of the Tahsildar for the revenue administration of a portion of the taluk.

For each taluk there is a Sub-Magistrate stationed at the Tahsildar's headquarters who disposes of all criminal cases which are not of sufficient importance to be tried by the Subdivisional Magistrate or so petty as to bring them within the jurisdiction of the Village Court. A Deputy Tahsildar, where such an officer exists, also exercises the powers of a Sub-Magistrate and tries within his jurisdiction the cases which would otherwise have been disposed of by the Sub-Magistrate at the Tahsildar's headquarters.

The Village Officers.

For each village there is a headman, a karnam (i.e., accountant) and usually three or more village servants. These attend to the actual details of general administration in the village. The headman is the representative of Government in the village. He exercises petty magisterial powers and, unless a Village Panchayat Court has been established for the village, he disposes summarily of civil suits in which the amount of money involved is small. He is responsible for the collection of all the revenue due to Government from the village and has to perform a number of miscellaneous administrative duties. He is directly responsible to the Tahsildar (or Deputy Tahsildar if there is one) and his work is inspected by a Revenue Inspector working under the Tahsildar or Deputy Tahsildar.

The karnam is entrusted with the keeping of the village accounts and is subordinate to the headman. He prepares for the use of the headman a statement of the revenue to be collected in all cases in which the demand depends upon the accounts kept in the village. (In other cases the demand is communicated to the headman by the Tahsildar.) He is clerk of the headman in his capacity of Magistrate and Civil Judge.

The village servants are under the control of the headman. Where there are only three, one is a village policeman, another is a messenger, and the third attends to the distribution of water for irrigation.

Generally speaking the village offices are hereditary. Where by law they are not hereditary, the hereditary principle is generally followed in making appointments. They are appointed by the Revenue Divisional Officer in ryotwari areas and elsewhere by the proprietors of estates subject to the approval of the Revenue Divisional Officer concerned or by him if the proprietor makes default in appointing. To qualify for office, headmen and karnams have to pass simple examination. In the case of offices which are by law hereditary a suit for office lies. Appeals against orders of appointment lie to the Collector and in some cases to the Board of Revenue. Village officers are punished by Tahsildars and Revenue Divisional Officers. Orders of punishment are appealable unless the punishment is petty. In no case does any appeal lie to the Government. The final authority in all matters relating to the village officers is the Board of Revenue.

For the financial year 1926–27, the demand of land revenue was 787 lakhs of rupees (in round figures); 752 lakhs were collected and a balance of 35 lakhs remained over.

The cost of the district establishment in 1926–27 was 48 lakhs for Collectors and Divisional Officers with their establishments; 55 lakhs for Taluk establishments and 121 lakhs for village establishments.

Criminal Judicial.

At the end of 1926 the administration of criminal justice, apart from the High Court and the Presidency Magistrates, was in the hands of—

29 Sessions Courts (including 3 for the Agency tracts),
4 Additional Sessions Courts,
25 District Magistrates' Courts,
2 Additional District Magistrates' Courts,
111 Subdivisional Magistrates' Courts,
15 Courts of Assistant and Deputy Magistrates,
461 Subordinate Magistrates (including 160 Tahsildar-Magistrates),
203 Benches of Magistrates (including 155 Honorary Magistrates),
56 Special Magistrates' Courts, and
1 Honorary Magistrate,

while 1,392 Village Magistrates and 2,326 Panchayat Courts tried criminal cases during the year.

The total number of original cases instituted in criminal courts was 367,163; and the number of appeals was 7,224. Of 3,894 persons tried by Village Magistrates 27 per cent were convicted. Of 60,233 persons tried by Panchayat Courts, 30 per cent were convicted. Fifty-four per cent of the trials concluded in the regular Magistrates' Courts ended in conviction while of persons tried in

Courts of Sessions 47 per cent were convicted. Of the appeals heard by First-class Magistrates 35 per cent were successful; 23 per cent of the appellants in Sessions Courts were successful: and only 13 per cent of those who appealed to the High Court.

3. THE POLICE DEPARTMENT.

The main function of the Police Department is the maintenance of law and order. In this Presidency the primary police duties are performed by the ordinary police force assigned to each district. Besides this force, armed reserves are stationed in the districts to deal with emergencies, e.g., the occurrence of riots, communal disturbances, labour troubles, and breaches of public peace which demand the presence of a better armed and disciplined force than the ordinary force. Normally the armed reserves provide guards, escorts and orderlies.

In addition there are two special police forces, the Malabar Special Police and the East Coast Special Police. The Malabar Special Police was formed as a result of the experiences of the Mappilla Rebellion of 1921–22. The East Coast Special Police had its origin in a special force formed at Rajahmundry in 1921. The rising in the Agency in 1922–24 led to its being put on its present semi-military lines. These are intended to be striking forces to deal with sudden emergencies, short of widespread and organized rebellion.

The Railway Police is employed for the preservation of law and order within the railway limits.

The village police is under the control of the District Magistrates; its function is to assist the police in the investigation and detection of crime.

In special localities, ghat talaiyaris enlisted and controlled by the police department, are employed to supplement the police in guarding roads.

The Inspector-General is the head of the Police Department and adviser to Government in all matters connected with the police administration. He exercises general control over the police force. He may from time to time, subject to the approval of the Governor in Council, frame such orders and regulations as he shall deem expedient relative to the general government and distribution of the force, to the collecting and communicating of intelligence and information and all other matters relating to the force.

Deputy Inspectors-General.—A Deputy Inspector-General is in charge of a range of about six districts and is a link in the chain of responsibility between the Inspector-General and District Officers. He carries out a large amount of inspection. He should maintain efficiency and discipline, ensure uniformity of procedure and practice and secure co-operation between the police of his several districts as well as harmonious working between the police and the magistracy. He should control, instruct and advise Superintendents

of Police. He decides appeals from the orders of the Superintendents. It is also the duty of the Deputy Inspector-General to exercise a constant scrutiny over the course of investigation of cases, and see that superior officers take an adequate part therein. He has a large measure of administrative control within his range, e.g., in the matter of appointment, postings, leave, rewards and punishment.

District Superintendents of Police.—As head of the District Police force he is responsible for all matters relating to its internal economy and management, for the maintenance of its discipline, and the punctual and regular performance of all its preventive and executive duties. The Superintendent is the District Magistrate's assistant for police purposes, and it is his duty to keep the latter fully informed, both by personal conference and special report of all matters of importance concerning the peace of the district and the state of crime. The Superintendent shall, whenever practicable, personally investigate and superintend the investigation of serious crime such as dacoity, highway robbery, murder, etc.

Commandants of the special police forces.—They occupy the position of Superintendents with regard to the forces under them and are under the administrative control of the Inspector-General.

Assistant and Deputy Superintendents of Police.—These two classes of officers who are generally in charge of a revenue division exercise the same functions, the former being of the Imperial service and the latter of the Provincial service. They are entirely under the orders of the District Superintendent of Police whom they are bound to keep fully informed of their proceedings and of what is going on in the subdivision, and to consult in matters of difficulty. Their duties are similar to those of the Superintendents detailed above, subject to the limitation that their jurisdiction extends only to their subdivision. They should, whenever possible, personally investigate cases of grave crime.

Inspectors of Police.—They are generally in charge of a circle consisting of a taluk or a big town. The principal duties of the Circle Inspector are to supervise the police work of the circle in all its branches, to maintain discipline among his subordinates, see to the upkeep of arms, accoutrements and other Government property and buildings, and to keep his immediate superior informed of the state of the circle from a police point of view. He is expected to inspect each of his stations once in three months and constantly and systematically tour throughout his circle making enquiries about bad characters, the state of crime, and the general efficiency and honesty of the work of the police. The Inspector shall personally supervise and guide the investigation of any crime of importance in his circle. He is responsible for taking adequate preventive measures against riots and breaches of peace.

Reserve Inspectors are attached to the armed reserves of which they are in immediate charge. They have no functions of investigation, etc.

Sub-Inspectors are employed as station-house officers. Each is in charge of a portion of a taluk and is directly responsible for the investigation of crimes and the police administration of his charge.

Sergeants are employed in the Armed Reserves, in certain towns, and at important railway stations. Their departmental status is equal to that of Sub-Inspectors. They are detailed principally to teach drill, to check beats, and assist in keeping order and regulating traffic. They are to work under instructions from the Inspectors.

The strength of the police force in 1926 consisted of about 140 officers and 1,890 men in the Madras City and 2,000 officers and 25,600 men in the districts. The cost of the police force in the former was 12 lakhs and the latter 124 lakhs. The total cost of the Police Department was 189 lakhs. About 169,000 cases were investigated in the year. Of these 119,000 cases ended in conviction, 7,000 were discharged, 17,000 were not detected, 3,000 were false, 5,000 were due to mistake of fact or law, 3,000 were withdrawn and 15,000 were pending investigation at the end of the year.

4. THE CIVIL JUDICIAL DEPARTMENT.

This consists of a series of courts—

1. *The High Court.*—This is the highest court of civil as of criminal jurisdiction in the Presidency. It has both original and appellate jurisdiction the former being confined to the City of Madras.

2. *The District Judge* is appointed by the Local Government under the Madras Civil Courts Act and is the Principal Judge of a district. The District Judge has general control over all the civil courts in a district.

The jurisdiction of the District Judge extends, subject to the rules in the Code of Civil Procedure, to all suits and proceedings of a civil nature. Regular or original special appeals from the decrees and orders of the District Court lie to the High Court subject to the provisions of the Code of Civil Procedure.

Appeals from the decrees and orders of Subordinate Judges and District Munsifs generally lie to the District Court.

The District Judge can also try small cause suits if invested with such powers by the High Court.

Note.—District Judges are also Sessions Judges. As Sessions Judges they try all criminal cases committed to the Sessions by First and Second-class Magistrates and hear appeals from the sentences of First-class Magistrates; appeals from the judgments of Sessions Judges lie to the High Court.

3. *Sub-Judges.*—Sub-Judges are appointed by the Local Government under the Madras Civil Courts Act. The jurisdiction of a Subordinate Judge like that of the District Judge extends, subject to the rules contained in the Code of Civil Procedure, to all original suits and proceedings of a civil nature.

Subordinate Judges have ordinarily no appellate jurisdiction. A Subordinate Judge may, however, if he is stationed at a place away from the District Court, be invested with such powers by the High Court, with the previous sanction of the Local Government.

Every sub-court has been invested with the powers of a Judge of a court of small causes for the trial of small cause suits up to the value of Rs. 1,000. No appeal is allowed from the decision in a small cause suit.

4. *District Munsifs.*—District Munsifs are appointed by the High Court under the Madras Civil Courts Act. The ordinary jurisdiction of the District Munsif extends up to Rs. 3,000. All District Munsifs may be invested with the powers of a Judge of court of small causes for the trial of small cause suits up to Rs. 300. No appeal lies from the decision of a District Munsif in a small cause suit, but in the case of an ordinary suit an appeal lies to the District Court, unless the High Court, with the previous sanction of the Government, directs that it shall lie to a sub-court.

5. (*a*) *Village Munsifs* can try suits when the value of the claim does not exceed Rs. 50 or with the written consent of the parties, Rs. 200.

(*b*) *Village Panchayat Courts—Constitution.*—Village Panchayat Courts are established for any village, group of villages or part of a village. On the establishment of such a court in any locality, the village munsif ceases to exercise civil jurisdiction over that area.

Civil jurisdiction.—The Panchayat Court can try suits when the value of the claim does not exceed Rs. 50 or with the written consent of both parties, Rs. 200.

The District Munsif may transfer suits from one Panchayat Court to another or to and from his own file. He can also set aside the order of a Panchayat Court on grounds of corruption or want of jurisdiction or gross injustice but whenever he does so he should report the fact to the District Judge.

Note.—The Panchayat Court has also criminal jurisdiction.

At the end of 1926, the number of permanent Civil Courts in the Madras Presidency apart from the High Court, the Presidency Court of Small Causes and the City Civil Court, was:—

29 District Courts (including three for Agency tracts),
42 Subordinate Judge's Courts (including seven for Agency tracts and one Revenue Officer exercising the power of a Subordinate Judge),
2 Special Small Causes Courts,
179 District Munsif's Courts (including 22 for Agency tracts and 5 Revenue Officers exercising the powers of District Munsifs), and
127 Revenue Courts,

while 7,510 Village Courts and 3,226 Panchayat Courts also tried cases during 1926.

The total number of suits instituted in all courts during the year was 593,428 or one for every 71 persons of the population; in 81 per cent of the suits disposed of during the year excluding those compromised or disposed of without trial, the plaintiff secured decrees for the whole or part of the relief claimed. The total number of appeals preferred was 15,637.

Receipts from court fees are credited to head VII. Stamps and those from fines to the head XVII. Administration of Justice, while the charges on account of Civil and Criminal Courts are debited to 24. Administration of Justice. But these charges include no part of the pay of District or Subdivisional Magistrates and their establishments nor of that of Village Magistrates nor of such charges as pensions of retired officers. So though in 1926–27 the receipts from court fees and from fines amounted to Rs. 160 lakhs, and the charges debited to Administration of Justice to Rs. 96 lakhs, it would be wrong to infer that the Administration of Justice results in a profit to the State.

5. JAILS DEPARTMENT.

This Department deals with the organization, control and management of prisons. In Central Jails prisoners sentenced to imprisonment for over one year are generally kept. In District Jails are ordinarily confined prisoners of the district sentenced to imprisonment for over one month but less than a year. Persons imprisoned for less than a month are kept in sub-jails at Taluk Headquarters. There are ten Central and five District Jails. Special provision is made for civil prisoners, incorrigible habituals, selected prisoners of education and status and juveniles (by way of a Borstal School and Senior and Junior Certified Schools). Measures are taken for the reformation of prisoners through lectures on religion, classes for elementary education and industrial training.

The Inspector-General of Prisons is the administrative head. He is an Indian Medical Service officer. He prepares the budget and controls expenditure.

Superintendents of District Jails.—Four are Indian Medical Service officers and the rest are otherwise recruited. In the case of Non-Medical Superintendents, the District Medical Officer is in medical charge of the jail.

The *Jailer* is the chief executive officer of the jail under the Superintendent.

Sub-jails are under the local Sub-Magistrate as Superintendent.

The total number of convicts in the Central, District and Sub-jails in 1926 was 26,000, 5,000 and 26,000, respectively. The figures for civil prisoners for the same three classes of jails were 3,400, 1,400 and 280. The number of undertrial prisoners in sub-jails was 34,000. The average number of juvenile prisoners in the Borstal School, Tanjore, in 1926 was about 450. The cost of the department was Rs. 25 lakhs in 1926–27.

6. THE FOREST DEPARTMENT.

It deals with the protection and exploitation of valuable forests. Minor forests supplying the neighbouring villages with fuel or small timber or serving as grazing grounds are largely given over to the management of forest panchayats controlled by the Board of Revenue.

The *Chief Conservator* is the administrative head and adviser to the Government.

A *Conservator* is in charge of four or five districts. He is expected to make frequent tours of inspection visiting every district in his charge once a year and making a detailed inspection of each district once in two years. He is expected to place his professional and technical knowledge freely at the disposal of the Collectors of districts.

The *District Forest Officer* is generally in charge of the forests in a district. Heavy districts have more than one. He is responsible for the general management of the forests in his area with direct control over the forest establishment. The Collector possesses general supervision over the District Forest Officer who should obey orders issued by the Collector. In professional and technical matters, the Collector has ordinarily no concern and in such matters the District Forest Officer is subject to the control of the Conservator. But in other matters connected with the general administration of forests, the Collector should be kept fully informed. In matters in which the Forest Department comes into contact with the public and with other departments, no orders should be issued without the prior assent of the Collector. The District Forest office is a branch of the Collector's office.

Rangers.—Under each District Forest Officer, there are several rangers each in charge of an area. The ranger is in direct charge of the departmental works of exploitation of timber, regeneration of forests, supervision of felling and removal of timber and other forest produce by contractors, and execution of forest works such as roads and buildings.

Foresters and Forest Guards are entrusted with the protective duties such as patrolling the forests.

Special.—There is a temporary branch of Forest Engineering under the charge of the Chief Forest Engineer with assistants. It deals with the intensive exploitation of heavy timber areas. It is in charge of the Government saw mills.

The revenue in 1926–27 was Rs. 55 lakhs; expenditure was Rs. 50 lakhs of which Rs. 30 lakhs was for establishment.

7. THE LABOUR DEPARTMENT.

The Department was organized in 1920. It deals with (1) Labour (Factories, Workmen's Compensation, Trade Unions, Emigration of Labour, Employment Bureau, Wages Census, Industrial Disputes, and Welfare of Labour).

(2) Criminal tribes' settlements.

(3) Amelioration of the condition of the depressed classes. This term is applied to the " untouchable " communities as detailed in Rule 3 (1) (*b*) (*i*) of the Madras Electoral Rules; namely, Paraiyans, Pallans, Valluvans, Malas, Madigas, Chakkiliyans, Tottiyans, Cherumans and Holeyas.

The schemes for the benefit of the depressed classes comprise measures for the acquisition of house-sites for them, the extension of education by opening separate schools wherever necessary or by making arrangements for their admission to the ordinary schools, the starting of co-operative societies, the provision of drinking water wells, village roads, burial grounds, etc., and the selection of waste land for assignment to them for cultivation. The assignment of land is made by the Revenue Department.

Commissioner of Labour.—The Commissioner is the head of the Labour Department. He has also been appointed as Commissioner under the Workmen's Compensation Act and as the Registrar under the Indian Trade Unions Act. He controls the activities of the Labour Department and as regards the depressed classes he has been given full powers of supervision both in matters of policy and detail.

District Labour Officers.—District Labour Officers are appointed by Collectors of districts subject to the approval of the Commissioner. They are entrusted only with the work relating to the amelioration of the depressed classes.

Special Deputy Tahsildars and Special Revenue Inspectors.—They work in taluks under the District Labour Officer and attend to the work in their areas.

In 1926–27 a sum of Rs. 5½ lakhs was spent on the betterment of depressed classes, Rs. 3 lakhs on the reclamation of Kallars and 2 lakhs on Criminal Tribes settlements. The cost of the establishment was Rs. 2½ lakhs. There are now 17 District Labour Officers and Deputy Tahsildars and 72 Special Inspectors.

8. THE PUBLIC WORKS DEPARTMENT.

The Department deals with—

(*a*) Government buildings and important roads and
(*b*) irrigation, drainage, water-power and famine relief,
(*a*) is a transferred subject.
(*b*) is a reserved subject.

The department also does work for the Central Government when needed.

There are two Chief Engineers for the two branches. One of them deals with establishment in consultation with the other.

The *Senior Chief Engineer* controls the higher officers of the Public Works Department either directly or by recommendations to the Government. Each Chief Engineer is responsible for the work of his branch. He supervises audit of departmental accounts along with the audit officer. He prepares the budget. He watches

the receipt of revenue as also expenditure. He is responsible for important structural designs and controls the Consulting Architect and the Sanitary Engineer.

The *Superintending Engineer* is in charge of a circle which consists of 3 or more districts. He is responsible to the Chief Engineer for administration and general professional control over departmental works. He has limited powers of control over staff. He is expected to inspect important works, control expenditure, supervise audit of accounts, prepare designs of important works and exercise supervision over Local Fund and Municipal works.

The *Executive Engineer* is generally in charge of a district. He is responsible for the execution and management of all departmental works in his area and for the correct maintenance of accounts. He controls the subordinate staff. He has also to assist the Collector with his advice and consult the Collector as regards the non-technical aspects of all proposals for new works. He is *ex-officio* the adviser of all Government departments and local bodies in his area.

The *Subdivisional Officer* is in charge of a portion of a district and is responsible to the Executive Engineer for works in his area.

Supervisors and Overseers are in charge of one or two taluks or of an important work such as an irrigation canal.

(*a*) *Irrigation.*—In the year 1926–27, the expenditure on Irrigation Works was Rs. 184 lakhs, Rs. 76½ lakhs from Capital and Rs. 106 from Revenue. The Revenue from irrigated land was Rs. 281 lakhs, and the Productive Works yielded a return of 10·64 per cent on the capital outlay.

(*b*) *Civil Works.*—The expenditure on Civil Works in 1926–27 was Rs. 92½ lakhs, of which Rs. 7½ lakhs was treated as capital expenditure.

(*c*) *Establishment.*—The cost in 1926–27 of the joint establishment which administers both the Reserved Department of Irrigation and the Transferred Department of Civil Works was Rs. 40½ lakhs.

9. THE EXCISE DEPARTMENT.

This Department deals with all matters connected with excise.

The Excise Commissioner.—The Commissioner of Excise is responsible to the Government for administration of the department. He administers the Madras Abkari Act and the Indian Opium Act, which are the laws in force in the Madras Presidency to regulate the manufacture, possession, sale and transport of excisable liquor and intoxicating drugs. He is a Member of the Board of Revenue and as such participates in the control exercised by that Board over the Collectors of districts who as part of their duties are responsible for the collection of the excise revenue, for the sale in auction of the right to vend in retail excisable liquor and drugs, for the selection of licensees in those cases in which the right to vend is not sold in auction, for the issue of licences to vend and, in

consultation with local committees, for the approval of the places of wholesale or retail sale. He is responsible for the proper performance of the preventive work connected with the administration of the two Excise Acts.

Assistant Commissioners.—The Presidency is divided into seven divisions each of which comprises three or four districts and is in charge of an Assistant Commissioner who is responsible to the Commissioner for the proper performance by the officers of the department of their preventive duties and is the technical adviser to the Collector on all matters connected with Excise.

Inspectors.—A division consists of about ten circles, each of which is in charge of an Inspector responsible to the Assistant Commissioner for the proper performance of all preventive work. In heavy circles an "Assistant Inspector" is sometimes appointed to help the Inspector.

Sub-Inspectors.—A circle is divided into about ten ranges each of which is in charge of a "Sub-Inspector" with about half a dozen subordinates. The "range" is the unit of administration. The primary duties of the Sub-Inspector in charge of it are the marketing of the palm trees licensed by the Inspector to be tapped for toddy, the inspection of palm trees and excise shops and the patrolling of his range with a view to detect and prevent offences against the excise laws.

Special Excise Officers are employed—

(1) to supervise the cultivation and storage of ganja,

(2) to supervise the distillation of arrack and the brewing of beer, and

(3) to prevent organized smuggling, especially on railways.

The total revenue derived from Excise in the year 1926–27 was Rs. 510 lakhs. Country spirits contributed Rs. 200 lakhs, toddy Rs. 231 lakhs, foreign liquor (including beer) Rs. 12 lakhs, opium and other drugs Rs. 57 lakhs, and other miscellaneous sources Rs. 5 lakhs. The expenditure was Rs. 43 lakhs or 8·5 per cent of the receipts; and the incidence of the excise revenue per head of the population was Rs. 1-3-0.

10. THE EDUCATION DEPARTMENT.

It carries out the policy of the Government in regard to education, manages Government institutions and supervises the working of non-Government institutions aided by the Government or maintained by the Local Boards.

The Director of Public Instruction is the administrative head of the department and the executive agent of the Government. The relationship of the Universities to the Government is regulated by the Acts constituting them. Government colleges affiliated to Universities are managed by the Director of Public Instruction.

District Educational Officers for boys and *Inspectresses* for girls are the chief executive officers of the department. There is one Inspectress for about five districts. These officers are in touch with the conditions and requirements of education in all its stages in their jurisdictions. They inspect educational institutions and confer on educational matters with Collectors and Presidents of Local Boards. They interpret and enforce the regulations of the department. They are the exponents of the educational policy of the Government.

Deputy Inspectors of Schools are in charge of taluks. They inspect and report on schools to the District Educational Officer. The Sub-Assistant Inspectress performs similar functions in regard to girls' schools in a district.

The District Educational Council for each district with members elected by Local Boards and certain nominated and *ex-officio* members sanctions aid to elementary schools under private management.

The District Secondary Education Board is an advisory body in regard to secondary education.

(*a*) *University.*—The number of Arts Colleges in 1926–27 was 44, of which 26 are first-grade colleges; and the number of students 11,842 of whom 552 were reading for Honours, and 79 post-graduate students. There were also 5 Women's Colleges with a strength of 416, while 72 women students were reading in Men's Art Colleges, 55 in the Medical College and 2 in the Law College.

(*b*) *Secondary.*—The number of public secondary schools for boys was 528 with 165,720 students of whom 2,765 were girls. These schools cost Rs. 71 lakhs, of which public funds contributed 30 per cent, and fees 55 per cent. The average cost of educating each student was Rs. 43-11-0 and the average fee paid was Rs. 23-15-9. There were 64 secondary schools for girls with a strength of 13,189.

(*c*) *Elementary.*—There were 46,378 elementary schools for boys with 1,985,617 pupils and 83,280 teachers of whom 39,913 were trained. The total cost of the schools was Rs. 142 lakhs, of which public funds contributed 78 per cent and fees 5 per cent. The average cost per pupil was Rs. 10-2-7.

The number of elementary schools for girls in 1926–27 was 3,388 with 228,348 pupils.

The total expenditure on education in the Presidency was Rs. 453 lakhs, of which 59 per cent came from public and 41 per cent from private funds. Local bodies were subsidized from provincial funds to the extent of Rs. 67 lakhs; and grants from public funds in aid of private institutions amounted to Rs. 71 lakhs.

11. THE REGISTRATION DEPARTMENT

It deals with the registration of documents and the correct evaluation of stamp duty. There are certain classes of documents which are compulsorily registrable. The registration of others is optional.

Inspector-General of Registration.—He is the administrative head of the department. He is also Registrar-General of Births, Deaths and Marriages and ex-officio Registrar of Joint Stock Companies.

The District Registrar.—There is one for each district. He supervises the work of the Sub-Registrars and also does original work in a limited area. He is also an Assistant Registrar of Joint Stock Companies.

The Sub-Registrar is in charge of a portion of a district. His main duty is to register documents presented for registration. He maintains registration records and registers, issues encumbrance certificates and gives copies of documents.

In 1926–27 there were 33 District Registrars and 602 Sub-Registrars. 1,394,063 documents were registered, their total value being nearly 64 crores of rupees. The cost of the establishment was Rs. 28 lakhs. The total revenue realized was Rs. 40½ lakhs (Rs. 31 lakhs from fees for registering documents, 6½ lakhs from fees for searches and copies and the rest from other miscellaneous sources).

12, THE AGRICULTURAL DEPARTMENT.

The function of the department is to discover and spread improved methods of cultivation and improved strains of crops and also to improve the livestock of the Province.

The Director of Agriculture controls the administrative and research work of the department.

Special Officers for research work at Coimbatore—

(1) The Cotton Specialist.
(2) The Paddy Specialist.
(3) The Millet Specialist.

They deal with their special crops.

(4) The Mycologist who deals with diseases of plants caused by fungi.
(5) The Entomologist who deals with insect pests.
(6) The Bacteriologist.
(7) The Agricultural Chemist—These two carry out biological and chemical analysis of soils.
(8) The Systematic Botanist who deals with grasses and weeds.
(9) The College staff consisting of the Principal and Vice-Principal (Indian Agricultural Service) and five lecturers (Madras Agricultural Service) besides assistant lecturers.

Deputy and Assistant Directors of Agriculture.—They are in charge of two or more districts each. They experiment at local agricultural stations with the staple crops of the locality and spread a knowledge of the results among the agriculturists. They also do propaganda work in regard to the results of research work done by the department.

There are also a Deputy Director for Livestock and an Assistant Agricultural Engineer.

Demonstrators.—It is their business to help agriculturists and do propaganda work. There are several of them for each district.

The activities of the Department may be summarized under the heads of (1) Agricultural Education, carried on at the Agricultural College and two middle schools, (2) Research, mainly concentrated on paddy and cotton and also directed to other crops such as sugarcane, millets, coconuts, groundnut, fruit, potatoes and fodder crops, (3) Chemical Investigation of soils and manures, (4) Demonstrations to the cultivator of the results of research and study, carried out on plots of the cultivator's own lands and in demonstration areas on agricultural farms, (5) Operations against pests especially those affecting cotton, palms of various kinds, groundnut, and cholam, (6) Livestock and attempts to improve the breed of cattle, (7) Introduction of improved agricultural implements, (8) Agricultural engineering, (9) Propaganda by means of bulletins, exhibitions and other methods of advertisement. The cost of all these activities in 1926–27 was Rs. 16½ lakhs, while the receipts amounted to Rs. 2½ lakhs.

13 THE CO-OPERATIVE DEPARTMENT.

The chief aim of the department is to facilitate the formation of co-operative societies for the promotion of thrift and self-help among agriculturists, artisans and persons of limited means. This is done mainly through the supply of cheap short credit. The department is responsible for the ultimate control of the movement and for the discharge of statutory duties of registration, audit and liquidation imposed by the Co-operative Societies Act, II of 1912. The department also assists non-officials in the organization and supervision of co-operative societies as they are not yet in a position to undertake those responsibilities fully and satisfactorily.

Registrar.—Under the Co-operative Societies Act, II of 1912, the Registrar is constituted the very foundation of the movement. He has got all the powers conferred by the Act. He is in general control of all matters relating to the financing of the co-operative movement, of all questions of general policy and of all matters relating to the control of the staff and the inspection of the work of the Deputy Registrars and Assistant Registrars. He has to draft model by-laws and rules, to collect statistics and write reports and to advise Government on various subjects.

Joint Registrar.—Subject to the general control of the Registrar, the Joint Registrar is responsible for non-credit work generally and co-ordinates and scrutinizes the work of Deputy Registrars connected with this line of activity. In addition to stimulating and developing the work of the existing non-credit societies, he initiates and guides new lines of activities on the non-credit side of the movement. He also deals with general questions bearing on the training of the departmental staff and takes a large share of the work connected with questions of co-operative education and propaganda.

Deputy Registrars.—The Deputy Registrar is in charge of a circle comprising 2 to 4 districts. He is directly responsible for the non-credit branch of the Co-operative department. He devotes a substantial proportion of his energies to the initiation and development of non-credit activities. In addition, he has got duties of superintendence and is placed in general charge of the co-operative movement as a whole within his area.

Assistant Registrars.—The Assistant Registrar is in charge of credit societies. He has the district inspectors under his direct control and attends to the propaganda, organization, supervision and audit of the credit side of the movement. He is given powers under the Co-operative Societies Act to enable him to carry out these duties but is under the control of the Deputy Registrar.

Senior Inspectors.—Their duties are—

(1) audit work, and

(2) investigations and enquiries.

Junior Inspectors.—Their chief duty is the audit of societies.

There is also an Extra Assistant Registrar for the Agency tracts. He is in charge of Co-operative Societies in the Agency and is working directly under the Registrar.

The number of societies on 30th June 1927 was 13,350 of which 11,000 were agricultural credit societies. The number of members was about 830,000 of whom 500,000 were agriculturists. The actual working capital of the total movement was Rs. 727 lakhs of which Rs. 506 lakhs were from deposits. The demand of principal and interest due to societies was Rs. 848 lakhs in 1926–27. The collection was Rs. 602 lakhs and the balance Rs. 246 lakhs.

There were 25 Assistant Registrars and 317 Co-operative Inspectors. The total cost of the departmental establishment was Rs. 7 lakhs.*

14. INDUSTRIES DEPARTMENT.

The functions of this Department are—

1. General assistance to trade and industry; collection and supply of statistics and other information useful for commerce and industry.

2. Experiments in new industries and industrial methods.

3. Management of model industries (e.g., Kerala Soap Institute, Calicut; Industrial Institute, Madras).

4. Assistance to cottage industries (mainly weaving).

5. Assistance to agriculturists (mainly through the Pumping and Boring sections).

6. Industrial education.

* For a fuller note on the Co-operative movement, see page 66 infra.

The *Director of Industries* is the administrative head of the department and adviser to the Government. He collects information regarding existing industries and investigates the possibilities of new industries; carries out experiments; keeps in touch with local manufacturers and co-operates with them in conducting experiments on a commercial scale and supervises the training of students.

The *Industrial Engineer* at Madras with four assistants in the Presidency maintains power installations and industrial machinery working in the districts; investigates new engineering projects; examines industrial machinery and advises Government departments on technical matters.

The *Inspector of Industrial Schools* supervises Industrial Schools maintained or aided by the Government and advises the Director in regard to technical scholarships awarded by the Government.

The *Leather Expert* is the Principal of the Leather Trade Institute and advises the Government and tanners on technical matters.

The *Textile Expert* is mainly concerned with the hand loom weaving industry and controls the peripatetic weaving parties who tour in the Presidency. He is also concerned with dyeing and printing, lace making and sericulture. He is the head of the Textile Institute at Madras.

The cost of the establishment in 1926–27 was Rs. 3 lakhs. Rs. 2 lakhs were spent on industrial schools and scholarships. The total expenditure was Rs. 10 lakhs. The receipts amounted to Rs. 1 lakh.

15. THE CIVIL VETERINARY DEPARTMENT.

The Civil Veterinary Department in this Presidency is under the direct control of Government in the Development Department. The department has been organized with a view to treat sick animals and prevent outbreaks of epidemics of cattle disease. Veterinary work is carried on in two ways—by the establishment of veterinary hospitals and dispensaries and by carrying veterinary relief to the door of the ryots by the itinerating staff of the department. The department administers the following Acts:—

(*a*) The Madras Cattle Disease Act, 1866;

(*b*) The Glanders and Farcy Act, 1899.

Veterinary Adviser.—For purposes of veterinary administration, the Presidency is divided into six circles, each in charge of a Circle Officer or Deputy Superintendent. The Madras Veterinary College is in charge of the Principal assisted by Professors and Lecturers. The entire administration of the department is supervised by the Veterinary Adviser to Government.

Principal, Madras Veterinary College.—The Principal is responsible for all veterinary relief within the City. The veterinary hospital attached to the Veterinary College is also under his control.

The staff under him consists of two professors who belong to the All-India Service and several Assistants of the Madras Veterinary Service and the subordinate service.

Deputy Superintendents or Circle Officers.—The Circle Officer is required to inspect each Veterinary Assistant Surgeon's post in his circle twice a year, once in detail. He should also inspect the work of the itinerating staff. All outbreak reports furnished by the Revenue Officers are attended to by this officer. He is also required to attend to the serum-simultaneous method of inoculations against rinderpest.

Veterinary Assistant Surgeons.—The Veterinary Assistant Surgeons form the subordinate service. They are either in charge of veterinary institutions or required to do touring work and to run camp dispensaries.

The number of Veterinary Assistant Surgeons is 230. The number of veterinary hospitals is 94. There are 88 touring veterinary assistants. The expenditure in 1926–27 was Rs. 7 lakhs.

16 THE FISHERIES DEPARTMENT.

The Department is to discover and introduce new and improved methods of fishing, fish curing and producing fish manure, etc. It also aims at the general betterment of fishermen. At present it is mainly concerned with sea-fishing but it is gradually assuming control over inland waters and improving their fish supply.

It organizes and controls fish-curing yards; a cannery; an oyster farm; fish farms; chank fisheries; pearl fisheries; deep-sea fishing; stocking of tank and river fisheries; a marine aquarium; schools and co-operative societies for fishermen.

The *Director of Fisheries* is the controlling and administrative head. He is in direct charge of the scientific work of the department.

There are three *Assistant Directors,* one in charge of experiments in deep-sea fishing, one of fish-curing yards, education and co-operation on the West Coast and one in charge of fish stocking in tanks and rivers and fish breeding.

There is also a Superintendent of Pearl and Chank Fisheries.

The income from fisheries in 1926-27 was Rs. 5½ lakhs of which Rs. 1½ lakh was from Pearl and Chank fisheries, Rs. 2½ lakhs from fish-curing yards and Rs. 1 lakh from inland fisheries. The expenditure was Rs. 6½ lakhs of which about Rs. 68,000 was the cost of the Director and Assistant Directors and their establishment, Rs. 2,30,000 was spent on fish-curing yards and Rs. 60,000 as compensation to Local Boards for loss of fishery rentals.

17 THE LOCAL SELF-GOVERNMENT DEPARTMENT.

This Department deals with District, Taluk and Union Boards, Municipal Councils and Village Panchayats.

The functions and powers of the local bodies are laid down under Special Acts and rules framed under them. There is an Inspector of Local Boards and Municipal Councils who is also the Registrar-General of Panchayats. In his former capacity, he has no executive powers. In his latter capacity, he exercises a large amount of control and guidance in regard to Village Panchayats. Collectors have been delegated certain powers of control over local bodies.

The President or Chairman of the local body carries out the resolutions of the body. There is a Provincial Service of District Board Engineers and another of District Health Officers and Health Inspectors. These work under the control of local bodies. Medical Officers may be lent by the Government from the Provincial Service or employed direct by the local bodies. Certain services are rendered to Local Boards by officers of the Revenue Department, mainly Tahsildars and Village Officers. Taxes in villages are generally collected by the village headmen.

There are 25 District Boards, 129 Taluk Boards, about 500 Union Boards, 80 Municipal Councils and about 2,500 Village Panchayats.

18. THE MEDICAL DEPARTMENT.

The Medical Department deals with medical relief, medical education and medical research. In regard to medical relief, the responsibility of the department is limited to the maintenance of the important hospitals in Madras City and at the headquarters of the districts, of special institutions such as mental hospitals and of medical institutions in special tracts such as the Agency and the Lacadive Islands. The responsibility for medical relief in the mufassal, outside the District headquarters, devolves upon local bodies though the Government assist these bodies in several ways, e.g., by placing the services of Government medical officers at their disposal, by means of grants for medical buildings, by subsidies to rural medical practitioners, etc.

The department maintains a large staff of officers for the charge of medical institutions, both Government institutions and those under the management of Local Boards and Municipal Councils, and for medical attendance on the large body of Government servants in the whole Presidency.

In regard to medical education, the department maintains two medical colleges, four medical schools for men and one medical school for women on the Allopathic system and one medical school with a hospital attached to it in which instruction is given according to the indigenous systems of medicine, supplemented by instruction in certain subjects according to the Allopathic system. The Department also subsidises a private medical school for women run by certain missionary bodies.

Medical research is carried on at the King Institute of Preventive Medicine, Guindy, and the Pasteur Institute, Coonoor. The

former is controlled by the Medical Department while the latter is a quasi-public institution, the medical staff being provided by the Government.

For medico-legal purposes a special staff is maintained consisting of one Chemical Examiner and three assistants.

Surgeon-General.—The Surgeon-General is the adviser to the Government on all matters connected with medical administration including medical education and research, except in so far as these relate to the indigenous systems of medicine. He is entrusted with the superintendence and control of all Government medical institutions, medical colleges and schools and research institutions in which the Allopathic system of medicine is followed. He controls the staff of the department either directly or by recommendations to the Government. He prepares the budget and controls the expenditure of the department and is responsible to the Government for the due submission of all reports required to illustrate the working of the institutions under his control.

District Medical Officers.—District Medical Officers are entrusted with the direct control of all medical institutions established at their headquarters. They also hold the medical charge of jails at their respective stations, when the Superintendents of the jails are not medical officers.

District Medical Officers are required to inspect once a year all medical institutions in the district and to advise local boards and municipal councils in all matters affecting medical institutions under their management. They should also check and control indents for medical stores required for all medical institutions in the district.

They are also responsible for the due submission to the Surgeon-General of all statistical returns relating to the institutions in the district and of periodical reports on the work of all medical subordinates.

The District Medical Officers are partly officers of the Indian Medical Service and partly officers of the Provincial Medical Service.

Assistant Surgeons.—Assistant Surgeons from the lower grade of the Madras (Provincial) Medical Service and are employed as assistants to District Medical Officers, as assistants to Professors in the Medical Colleges, as lecturers in the medical schools, as medical officers in charge of the more important medical institutions in the mufassal, other than those at District Headquarters and as assistants to the medical officers in the Presidency Hospitals and to the officers in charge of special institutions.

Sub-Assistant Surgeons.—Sub-Assistant Surgeons are the lowest class of Government Medical Officers. They are generally employed in a subordinate capacity in the important medical institutions and in independent charge of only branch and minor dispensaries.

A number of Sub-Assistant Surgeons are appointed to the subordinate medical charge of jails and a few are employed as assistant lecturers in medical schools. When required, Sub-Assistant Surgeons are deputed for temporary duty in connection with outbreaks of famine or epidemic diseases.

There were in the Presidency at the end of 1926, 1,006 medical institutions classified as under:—

1. State public institutions	63
2. State special institutions (for special departments of Government, e.g., Police or special sections of the public)	22
3. Local Fund institutions	773
4. Private institutions aided by the State	29
5. Private institutions not aided by the State ...	67
6. Railway institutions	52
	1,006

Six of the 63 State institutions were exclusively for women and children.

The number of beds maintained in institutions in classes 1, 3 and 4 above was 8,094, and the number of in-patients treated was 159,043, the number of out-patients being 10,059,359.

The Government maintained three mental hospitals, with 1,385 in-patients, the daily average strength being 1,033, of whom 188 were insane criminals.

There were two medical colleges with 746 students, including 71 women, on the rolls; 310 or 46 per cent of the Madras students, and 93 or 59 per cent of the Vizagapatam students who appeared for the University examination were successful.

There were five medical schools for men, and one for women, with a daily strength of 958.

Grants are made from Provincial funds in aid of rural dispensaries managed by Local Boards.

The total expenditure on the Medical Department in 1926–27 was Rs. 66 lakhs, while the receipts were Rs. 4½ lakhs.

19. THE PUBLIC HEALTH DEPARTMENT.

The Public Health Department is under the control of Government through the Minister in charge of Public Health. Its personnel is composed partly of Indian Medical Service Officers and partly of Provincial officers. The Director of Public Health is the head of the Public Health Department and is assisted by three Assistant Directors of Public Health. All the staff including that in districts is paid from provincial funds. The department in its present form was organized in 1923.

The administration of Public Health is at present practically entirely vested in the hands of local bodies in virtue of their powers under the Local Self-Government Acts. The chief items of work relating to Public Health are—

(1) Control of Epidemics.
(2) Vaccination.
(3) Registration of Vital Statistics.
(4) Control of Factories and Industries.
(5) Control of burial grounds, slaughter-houses and markets.
(6) Water-supply and Drainage.
(7) Conservancy.

The Public Health Department at present mainly acts in an advisory capacity and has no power to enforce any of its suggestions if a local body is unwilling to carry them out.

The Director of Public Health.—The Director of Public Health as the head of the department is the adviser to the Government on all matters relating to Public Health. He is responsible to the Government for the due performance of all duties laid down for the subordinate officers of the Public Health Department. His jurisdiction extends over the whole Presidency including Madras City. The Director of Public Health has been appointed Statutory Inspector of all Municipal Councils and local boards so far as matters of Public Health are concerned. He is also ex-officio Inspector of Factories in the Presidency.

Assistant Director of Public Health.—Four Assistant Directors of Public Health are sanctioned for this Presidency—one of the appointments being reserved for officers of the Indian Medical Service. One of the Assistant Directors of Public Health holds the Professorship of Hygiene in the Medical College, Madras. When he is not engaged upon his duties at the College, his services are at the disposal of the Director of Public Health. The work of the other three Assistant Directors of Public Health is distributed as follows: One is in charge of fairs and festivals and the epidemiology of infectious diseases, another is in charge of vaccination and smallpox, and the third is in charge of vital statistics. All have their headquarters at Madras. Under the orders of the Director of Public Health the Assistant Directors of Public Health should visit all local boards and municipalities, inspect the work of the health staff in the different branches of public health work.

In addition to the above officers a special malaria officer has also been appointed temporarily for a period of two years to investigate the conditions of malaria in selected areas and to advise the Government and local bodies as to the measures to be taken to eradicate the disease from the areas investigated.

District Health Officers.—A District Health Officer has been appointed for every district in this Presidency. He is the executive head of the health staff employed in each district. His functions are as follows:—

(i) To inspect all unions and villages not less than once in each year.

(ii) To examine and verify village vital statistics.

(iii) To attend important fairs and festivals outside municipal towns and to supervise the conduct of sanitary arrangements in such places.

(iv) To visit localities in which epidemics occur and supervise the arrangements made for their control.

(v) To inspect the work of District Health Inspectors, vaccinators, etc.

(vi) To perform such other duties as the Director of Public Health or the President, District Board, may call on him to perform.

There are also Health Officers appointed in certain municipalities. Their duties are similar to those of District Health Officers.

Health Inspectors.—There is one for each taluk or part of a large taluk. He works under the District Health Officer and is responsible to the latter for the work in his area.

The cost of the activities of the Public Health Department in 1926–27 was Rs. 31 lakhs.

(C) VILLAGE PANCHAYATS.

Statutory recognition of the organization of village panchayats was given by the Madras Village Panchayat Act (No. XV of 1920). The preamble of the Act states its purpose to be the making of proper provision for the administration of village affairs by the villagers themselves and the consequent development of the system of self-government in the rural areas of the Presidency. The framers of the Act deliberately made its provisions both comprehensive and elastic.

Two thousand five hundred and seventy-five panchayats have up to date been ordered to be constituted in the Presidency under this enactment. About a fourth of these are not functioning, some because elections of panchayatdars or presidents have not been completed, others because of village apathy or faction. There is no panchayat in the Nilgiris District; there are only two in Cuddapah. The institutions are well scattered over the rest of the Presidency, being most numerous in North Arcot, Salem, Tanjore, Chittoor, Rāmnād and West Gōdāvari.

The panchayat is an entirely elective body. Its minimum strength is seven, its maximum fifteen. There are no property restrictions on the franchise. All male residents of the village who are not less than 25 years of age are entitled to the vote and to be elected as members of the panchayat. The absence of property qualifications has given the chance to members of the depressed classes, a number of whom have been elected as members of panchayats. The available figures for 1926–27 (and these were not exhaustive) showed that there were 182 Adi-Drāvida members on 149 panchayats. In most villages the voters have proceeded on the principle—well recognized in all village common affairs—of each important community being represented on the panchayat.

Panchayats are required to meet ordinarily once a month, special meetings being held whenever necessary. The books and accounts which they are required to maintain are few and simple. The accounts are subject to audit.

The Act places no nucleus of resources at the disposal of the panchayat. No taxation is compulsory, permissive powers to raise taxes are, however, conferred upon panchayats and these being wide and elastic have been taken advantage of by a large number. The Act mentions specifically a house tax and a profession tax and a few unimportant fees, but in addition to or in lieu of these, permits panchayats to propose and obtain sanction for any other tax or fee which is suitable and convenient for the village community. Under this latter provision, a variety of taxes and fees which even now are being informally collected all over the Presidency for financing village common funds have been allowed to be levied under the provisions of the Act. Taxes are levied by some panchayats for particular purposes, by others for specific works. They are in several areas levied in kind. In a great many panchayats, exemptions from payment are allowed in favour of those who elect to contribute their quota in labour. In some cases panchayats have taken under their control the collection and administration of village sources of common income other than taxation, e.g., cattle-droppings in public places, thatching grass growing in beds of tanks, the right to gather babulpods or the leavings in groundnut fields, the privilege of grazing ducks in harvested fields and silt in drinking water ponds. Some of the taluk boards have made over small sources of their income in panchayat areas to the panchayats. Village common lands have in some villages been taken over by panchayats.

The functions which a panchayat may exercise are detailed in sections 15 to 20 of the Act and are summarized on pages 107 and 108. None of them is obligatory. A number of these functions have been undertaken by many panchayats. Others have confined their activities to one or two of them only—such as the running of a school, the opening and maintenance of a library, the clearance of prickly-pear, the making or maintenance of a road, the performance of customary repairs by villagers to irrigation sources or the regulation of the distribution of water therefrom. A considerable amount of all this work is done by the mobilization of village labour for common purposes.

Direct state aid to panchayats started in 1925–26 with a small allotment of Rs. 8,000 for grants to be made to panchayat libraries. The grants are made subject to the condition that the panchayat provides the accommodation and equipment and finds in addition an amount equal to the Government grant either in cash or in the shape of books. The grant was increased to Rs. 10,000 in 1926–27 and to Rs. 20,000 in the current year. The number of panchayats which obtained these grants was 103 in 1925–26, 143 in 1926–27 and 183 (so far) in 1927–28.

In the year 1926–27, the experiment was commenced of establishing elementary schools under the management of panchayats in villages with a population of not less than 500 which are not already provided with schools. The Government pay a minimum teaching grant of Rs. 180 per annum per teacher and an initial equipment grant of Rs. 80 per school. The panchayat is responsible for providing a school house accessible to all communities and for meeting all other expenditure on the school. Three hundred such schools were established in 1926–27 and 500 more in the current year. Free and compulsory education has been introduced in four panchayat areas in the current year at the request of the panchayats; and a large number of requests for its introduction in other panchayat areas has been received.

In 1927 Government inaugurated the policy of paying direct to panchayats grants for the improvement of village communications and water-supply. The amounts allotted for this purpose are Rs. 1·35 lakhs under communications and Rs. 1·20 lakhs under water-supply. The grant in the case of each work represents half its estimated cost, the other half being found by the panchayat in cash or labour.

The Registrar-General of Panchayats is in charge of all the work in connexion with these institutions over the whole Presidency. He deals directly with panchayats and has no salaried subordinates working in the districts under him. In the immediate work of organizing, guiding and supervising panchayats in the districts, he relies on the assistance of honorary workers, either presidents of local boards or organizers of panchayats.

Complete figures of receipts and expenditure are not available. Figures for 535 panchayats in 1925–26 show receipts of Rs. 2,14,000 and an expenditure of Rs. 1,89,000 with a balance of Rs. 25,000.

Village Panchayat Courts.

A Panchayat Court may be formed for a single village or for a group of villages. Where it exists, the civil but not the criminal jurisdiction of the village headman is ousted. The criminal jurisdiction of a Panchayat Court is very much larger than that of a village headman. It is competent to try a number of the less important offences under the Indian Penal Code and a certain number of offences under special and local laws. Its powers of punishment are limited to the imposition of a moderate fine. Its civil jurisdiction is the same as that of the headman and may extend to suits the money value of which is Rs. 200. The procedure of the Court is summary and though a party may be represented by a friend, no legal practitioner is permitted to appear before the Court.

The Court is elected according to rules prescribed by Government by all adult males resident in the village or group of villages. The number of members is from 5 to 12. Each member holds office for 3 years. At present the election takes place under the

supervision of the Tahsildar or Deputy Tahsildar and is by a show of hands at a general assembly of the villagers. Objections to an election are disposed of by the Revenue Divisional Officer. The Court elects its own President. The Collector has power to suspend or remove the President or a member of the Court for incapacity, misconduct or other just and sufficient cause and must do so if required by the District Judge for such cause. An appeal against such a punitary order lies to the Board of Revenue or, if the punishment is at the instance of the District Judge, to the High Court.

Forest Panchayats.

A Forest Panchayat is a kind of committee elected for the sole purpose of managing the forests to which the villagers look for firewood and for grazing and other conveniences. A Forest Panchayat may exist for a village or group of villages. It is elected by the general body of cattle owners of the village or group of villages who hold the election in such manner as they think fit. The committee so elected elects its own President. It then enters into a written agreement with the Government for the management of the Government forests in the village or group of villages. The agreement for the management of the forests is renewed periodically. For the privilege of managing the forests, the Forest Panchayat pays fees to the Government representing the revenue which used to be realized by the Government when the forests were under departmental management. The Panchayats are empowered to levy fees for grazing and other forest conveniences and are expected to protect the forests from mischief and to improve them, if possible and provide amenities, such as sources of drinking water for the cattle grazing in them. If a Panchayat is performing its duties satisfactorily, it is vested with certain of the statutory powers of a forest officer. Forest Panchayats are under the control of the Collectors, who may dissolve them and the Revenue Divisional Officers subject to the general superintendence of the Board of Revenue. Locally they are influenced by the weight of the public opinion of the general body of cattle owners.

Functions which may be performed by a Village Panchayat.

Under section 15 of Act XV of 1920—

1. Construction and maintenance of village roads, bridges and buildings.
2. Lighting of streets.
3. Construction of drains.
4. Cleansing of streets; removing prickly-pear; improving sanitation.
5. Provision of latrines.
6. Opening and maintenance of burning and burial grounds.
7. Sinking of wells; making bathing ghats.
8. Control of cattle stands, thrashing floors and other commercial lands.

9. Control over rest-houses.
10. Extension of village-sites.
11. Enforcement of vaccination.
12. Registration of births and deaths.
13. Maintenance of libraries.
14. Control of pounds.
15. Village protection.
16. Other measures of public utility calculated to promote the safety, health, comfort or convenience of the villagers.

Under section 16 of the Act—

The following functions may be delegated by a Local Board to a Panchayat:—

1. Control over markets and cart-stands.
2. Arrangements for fairs and festivals.
3. Control of fisheries.
4. Establishment and maintenance of elementary schools.
5. Provision of medical relief.

Under sections 17 and 18—

Management of village forests and village irrigation, if permitted by the Local Government.

Under section 19—

Management of institutoins if permitted by the Local Government or Local Boards.

Under section 20—

Exercise of other functions permitted by the Local Government.

(D) LOCAL BODIES.

1. Local Boards.

These fall into three classes, viz:—

(1) District Boards,
(2) Taluk Boards,
(3) Union Boards,

and are governed by the Madras Local Boards Act, 1920. A District Board has been formed for every district (excluding the Agency Tracts) and there are 25 such boards at present. Taluk Boards exist in all districts, except the Nilgiris, with jurisdiction over one or more revenue taluks and there are 129 of them now. Under section 4 (2) of the Act, any revenue village or villages or any portions thereof with a population of not less than 5,000 can be declared to be a union. There are at present about 500 unions which are situated in all districts, except the Nilgiris and South Kanara.

The Madras Local Boards Act of 1920 gives each class of Local Boards an independent status and distinguishes their funds and functions. But District and Taluk Boards have powers of control over Taluk and Union Boards respectively. The Government can

dissolve or abolish a District Board. They may also dissolve or abolish a Taluk Board or Union Board and their duties will then be performed by the District Board or Taluk Board, respectively.

The total number of members of the District Board is subject to a minimum of 24 and a maximum of 52; the corresponding figures for Taluk Boards are 12 and 24, and those for Union Boards 7 and 15. Not less than three-fourths of the members are elected and the rest are nominated to represent minorities. A member of a Local Board cannot be removed from office and holds office for a fixed period of 3 years. Members of the District Board are elected by the Taluk Boards in its area. Members of a Taluk Board or a Union Board are elected on the basis of a limited suffrage with a very low property qualification. The Revenue Divisional Officer is the Registration Officer for the preparation of the electoral rolls of a Taluk Board. The President of the Taluk Board is the Returning Officer for the elections. The President of a Union Board exercises both functions in regard to the Union Board. Nominations to the District Board are made by the Government, to the Taluk Board by the President, District Board and to the Union Board by the President, Taluk Board. Collectors and Revenue Divisional Officers have in several instances been appointed to District and Taluk Boards by the Government or the President of the District Board as the case may be.

The President of a Union Board is invariably elected; the President of a Taluk Board should be elected unless the Government otherwise direct and the President of a District Board is elected or appointed at the discretion of the Government. At present the Presidents of all but four of the District Boards are elected and the Presidents of 121 Taluk Boards are elected. The President of a District or Taluk Board can be removed only by the Government and only for failure to carry out a resolution of the Board. The President of a Union Board can be removed from office only by the President of the District Board of the area in which the Union is situated and only for failure to carry out a resolution of the Union Board. Each District and Taluk Board has a Vice-President who is elected by the members and is irremovable from office.

Subject to statutory limitations concerning the nature and rates of the taxes to be levied, the District Board has independent powers of taxation. But the Taluk Board and Union Board have no such independent powers. The District Board decides (sometimes only with the consent of the subordinate Board) what taxes are to be levied and the rates at which they are to be levied in the area comprised in the jurisdiction of the Taluk Board or Union Board. The Local Boards to which the proceeds of the tax should be credited is determined by the Finance Rules in Schedule V of the Act.

The main source of income of the District and Taluk Boards is the land cess leviable at one anna in the rupee of the annual land revenue or rental value of occupied lands in the district. The

income is shared equally by the District Boards and the Taluk Boards. The District Board and the Taluk Board (subject to the approval of the District Board) can each levy an extra tax of 3 pies in the rupee for District Board purposes and for Taluk Board purposes, respectively. The District Board also gets income from tolls, fees on licences and permissions given by the District Board, income from endowments and trusts under its management, fines levied in cases prosecuted by the District Board and the income from railways, motor bus services, etc. It may also receive contributions from the Government.

The Taluk Board also gets the proceeds of the profession and companies tax, the pilgrim tax, the income from markets, schools and hospitals, fines in cases prosecuted by the Taluk Board and the income from endowments and also gets contributions from the Government.

The Union Board's main source of income is the house tax. It also gets the proceeds of profession and companies tax and minor amounts such as fines in cases under the Town Nuisances Act.

The purposes to which the funds of Local Boards can be applied are set forth in sections 112 and 113 of the Act. They are in general everything necessary for, or conducive to the safety, health, convenience or education of the inhabitants or the amenities of the local area concerned. The principal services attended to by them are detailed below:—

District Boards.

They construct and maintain the major roads in the district; they construct bridges; they maintain rest-houses for travellers.

They maintain the district Public Health establishments and the district reserve staff of medical officers, vaccinators and midwives.

They provide for the training of midwives and vaccinators.

They maintain secondary schools.

Some Boards have constructed railways. The Tanjore District Board has the longest line, 134 miles.

They manage charitable endowments transferred to them by the Government. For instance, the Tanjore District Board has a large property under its control which is endowed for chatrams (rest-houses) and is also used for other purposes such as education and hospitals.

Taluk Boards.

They construct and maintain the minor roads in non-union areas; also bridges and rest-houses on such roads.

They maintain a large number of elementary schools.

They maintain hospitals and dispensaries. Some have opened ayurvedic dispensaries.

They attend to sanitation, conservancy, water-supply and drainage in non-union areas. They take preventive and remedial measures connected with epidemics.

They attend to vaccination.

They maintain markets, cart-stands, slaughter-houses, burial and burning grounds in non-union areas.

Union Boards.

They maintain roads within union limits except the district roads.

They attend to lighting of roads, sanitation, conservancy, water-supply and drainage and the preservation of public health.

They maintain markets, cart-stands, slaughter-houses and burial and burning grounds.

The resolutions of Local Boards have to be carried into effect by their Presidents in whom the entire executive power is vested. The Presidents and members of the Boards cannot receive any salary or remuneration from local funds.

Each District Board has a senior engineer called the District Board Engineer who belongs to a provincial service. Under him are Assistant Engineers and Overseers who are in the service of the District Board. The engineering work of the subordinate Local Boards is also attended to by them. The Public Health establishment consisting of the District Health Officer and Health Inspectors who belong to a provincial service are paid by the Government. They work under the control of the Presidents of District and Taluk Boards besides that of the Director of Public Health and in case of plague, that of the Collector. They attend to preventive health measures and measures needed to suppress epidemics. The hospital at the District Headquarters is under the direct control of the Government. Some of the hospitals at Taluk Headquarters are under such control too. The other hospitals are under the control of Taluk Boards. Certain services are rendered to Local Boards by officers of the Revenue Department—mainly tahsildars and village officers.

Sections 37 to 41 of the Act deal with the powers of control over Local Boards that may be exercised by the Government and by the District Collector. They can call for reports and inspect records. The local Government and, where immediate action is necessary in the interests of public health or safety, the Collector may suspend a resolution of the District Board. In cases of emergency where public safety is endangered, the Collector can take action which the Local Board can take but neglects to do and recover the cost from the Local Board. If a Local Board neglects to do its statutory duty, the Government can cause it to be performed and recover the cost. Similar powers can be exercised by the President, District Board, in respect of Taluk Boards and Union Boards and the President of a Taluk Board in respect of Union Boards.

In 1925–26 the receipts of Local Boards were Rs. 406 lakhs, of which Rs. 101 lakhs were from Government grants. The expenditure was Rs. 395 lakhs. Of this Rs. 20 lakhs were spent in Union Boards—6½ on sanitation, 3.5n lighting, 2 on roads and 2 on establishment. For the District and Taluk Boards, Rs. 139 lakhs were spent on communications, Rs. 68 lakhs on elementary education, Rs. 20 lakhs on other education, Rs. 33 lakhs on Public Health, Rs. 51 lakhs on Railways, Rs. 41 lakhs on deposits and advances and Rs. 14 lakhs on management.

2. Municipal Councils.

The duties devolving on Local Boards are discharged in municipal areas by independent bodies styled Municipal Councils which are constituted under the Madras District Municipalities Act, 1920. Any town, village or other local area which is urban in character can be constituted a municipality. Generally a town of over 20,000 inhabitants has a Municipal Council. There are at present 80 municipalities. The affairs of each municipality are administered by a council and its Chairman.

The minimum number of councillors for each council is sixteen while the maximum is thirty-six. Not less than three-fourths of the councils shall be elected. The remainder are nominated by the Government to represent minorities. A member of the council cannot be removed from office. Members are elected on the basis of a limited suffrage with a very low property qualification. Elected members hold office for three years from the 1st of November. If there is a vacancy in the period, a member is elected for the rest of the term. Nominated members hold office for three years. The Chairman is the Registration Officer for the preparation of the electoral rolls and the Returning Officer for the elections.

Unless the Governor in Council otherwise directs, the Chairman is elected by the council. He holds office for the term of his membership of the council. A Chairman appointed by the Government holds office for one year. At the end of 1926–27, seventy-seven of the eighty Chairmen were elected non-officials. The Chairman may be paid a salary with the sanction of the Government. The Chairman can be removed only by the Government and only for failure to carry out a resolution of the council. The council may elect a Vice-Chairman who is irremovable from office. The Government may abolish or dissolve a municipal council.

The council fixes the nature and rate of the taxes to be levied within the area comprised in its jurisdiction subject to statutory limitations concerning the nature and rates of these taxes except in the case of the tax on land and on house property for which no restriction on the rates has been prescribed.

The municipal council may levy (*a*) a property tax, (*b*) a tax on companies, (*c*) a profession tax, (*d*) a tax on carriages and animals and (*e*) tolls on vehicles and animals entering the municipality and, with the previous sanction of the Government of India

and the Local Government, may levy also (1) a surcharge on income tax in lieu of (*b*) and (*c*) above and (2) pilgrim tax. It may also get contributions from the Government.

The purposes for which municipal funds can be spent are in general everything necessary for or conducive to the safety, health, convenience, or education of the inhabitants or the amenities of the municipality and are detailed in rules 37–38 and 42 of Schedule IV of the Act. Expenditure on certain objects is declared obligatory. These objects include the provision of medical relief, maintenance of elementary schools, lighting of public streets, registering of births and deaths, vaccination, scavenging and provision of slaughter houses. In addition, the municipal council constructs and maintains a Public Health establishment, the larger municipalities employing a First-class Health Officer and the smaller ones generally Second-class Health Officer. The pay of these officers is partly contributed to by the council. The council often maintains a secondary school. The hospital at the place if not under the control of the Government is under that of the municipal council. Some councils maintain also an ayurvedic dispensary. It provides wells and often a protected water-supply. Some councils provide electric lighting.

The Chairman should convene meetings, carry out the resolutions of the council and exercise executive powers for the purpose of carrying out provisions of the Act. Besides the Municipal Health Officer and Sanitary Inspectors under him, the council maintains an Overseer to look after roads and buildings and has staff for the collection of taxes.

Sections 34—39 of the Act give certain controlling powers to the Local Government and to the District Collector. They can call for reports and records. The Local Government and, where immediate action is necessary, the Collector can suspend resolutions of the council. The Collector, in cases of emergency, may cause any work to be executed which is necessary for the safety of the public and which the council neglects to do. The council is required to pay for such work. If the council neglects duties imposed on it by statute, the Governor in Council may cause them to be performed and recover the cost.

In 1925–26, the receipts of municipal councils were Rs. 163 lakhs of which Rs. 23 lakhs were from Government grants. The expenditure was Rs. 163 lakhs of which Rs. 25 lakhs was spent on communications, Rs. 14 lakhs on elementary education, Rs. 8 lakhs on other education, Rs. 34 lakhs on public health, Rs. 33 lakhs on water-supply and drainage, Rs. 8 lakhs on remunerative enterprises, Rs. 28 lakhs on deposits and advances and Rs. 11 lakhs on establishment.

(E) CO-OPERATIVE SOCIETIES.

In this Presidency as in other parts of India the co-operative movement was started in 1904, the first purely co-operative society having been registered on August 30, 1904. There are now over

13,000 societies, of which 1,455 were registered during 1926–27. Of these about 1,500 are non-agricultural societies and the rest are agricultural societies. The great majority of agricultural societies are credit societies with unlimited liability, based on the Raiffeisen model and their constitution is simple consisting of a number of ryots in a village as members and managed by a panchayat which usually consists of five members elected annually by the general body of all members. The societies raise funds to a small extent by their own deposits but principally by loans from Central Banks. They advance loans to members for useful purposes, e.g., cultivation expenses, purchase of land, cattle, payment of kist, etc., but for the present they have lent them to a much greater extent for the liquidation of outside debts. The non-agricultural societies are usually found in towns and urban areas and are formed on a basis of limited liability. They are managed by a board of Directors elected annually by the general body of members and they advance loans to artizans, traders, wage-earners and other urban classes of population. Membership in all societies on June 30, 1927, was 830,522 giving an average of 64 members per society. Their total funds on June 30, 1927, were Rs. 13·34 crores or Rs. 7 27 crores if investments of one society in another are ignored. A sum of Rs. 4·32 crores was outstanding against members and loans in agricultural credit societies, the corresponding figure for non-agricultural credit societies being Rs. 1·67 crores. These figures indicate the extent to which credit on easy terms has been made available to agriculturists, artizans and other classes in villages and towns. The material benefits derived by the existence of co-operative societies must themselves be considerable as there is a large saving in interest charged by borrowing from the co-operative society instead of from the money-lender.

Though a small portion of the working capital of agricultural credit societies is derived from share capital and local deposits, the bulk of it is lent to them by Central Co-operative Banks of which there are 31 now in existence with an apex bank in Madras called the Madras Central Urban Bank. These banks consist of both individual and society shareholders and in most of them the societies have a predominant voice in the Board of Management. The banks have a strong paid-up share capital and reserve fund and attract large local deposits both from individuals and from local bodies and other institutions. They are permitted to borrow up to 10 × (Reserve Fund plus Share Capital). The Imperial Bank of India allows overdrafts on it by Co-operative Banks on the recommendation of the Registrar in each case, the present limit being Rs. 65 lakhs, of which Rs. 54 lakhs have been allotted to various banks. The Central Banks utilize the overdraft for fluid resources and for short-term loans. They also borrow as occasion arises from the Madras Central Urban Bank, Limited, which has Central Banks and also individuals as members. The total working capital of Central Banks on June 30, 1927, was Rs. 4·78 crores. The funds are used in making loans to primary societies of all kinds

on the recommendation of local supervising unions and in a few districts of the Assistant Registrars also. The Christian Co-operative Central Bank is independent of the Madras Central Urban Bank; its constitution is similar to Central Banks; it finances all societies in the Madras City and depressed class societies throughout the Presidency.

Primary societies join for their own mutual supervision in local supervising unions of which there were 366 on June 30th, 1927, with 10,709 primary societies affiliated to them. Membership in these unions is confined to societies and the affairs are managed by a governing body elected annually by the delegates of affiliated societies. The unions employ supervisors who visit societies and help them to conduct their business on co-operative lines. Their expenses are met by levying a contribution on affiliated societies towards a supervision fund to which the District Central Banks also contribute. The total amounts received during 1926–27 under the head of the Supervision fund was Rs. 4·47 lakhs while the expenditure was Rs. 3·13 lakhs. The unions are again organized into District Federations to deal with matters of supervision for the district as a whole, but several of these are at present doing very little. At the top there is the Madras Provincial Co-operative Union which is an institution for the whole Presidency and undertakes co-operative propaganda and education. Its present chief activities are—

(*a*) publication of a Co-operative Journal entitled "The Madras Bulletin of Co-operation";

(*b*) conducting a three months' training course;

(*c*) organizing an annual conference.

Government subsidies are given to the Provincial Union and the District Federations for conducting trainnig classess for co-operative workers and employees.

The activities of some of the special types of co-operative societies are given below.

Land Mortgage Banks.—There are now 10 Land Mortgage Banks to provide long-term credits which the Central Banks financed by comparatively short-term deposits are unable to provide. These Banks are formed on the limited liability basis and the operations of each Bank are restricted to a compact group of villages. The Banks are financed chiefly by debentures carrying 7 per cent interest issued on the strength of the landed property which the individual members of the Bank pledge to it. The Government have agreed to purchase debentures equal to the value of debentures which the Banks are able to sell in the open market subject to a limit of Rs. 50,000 for any one Bank and Rs. 2,50,000 for the whole Presidency.

Non-credit side.—There are about 400 non-credit societies of various types. *Loan and Sale societies* were and are being formed with the object of advancing money on the security of harvested produce, pledged with the society and of giving facilities for the

sale of the produce. These societies are given loans for long terms by Government to help them to construct godowns. There are also a number of societies for leasing lands, a few irrigation societies and a few societies for the production and sale of manure, etc. The value of improved methods of agriculture is demonstrated to ryots by Agricultural Demonstration societies which take lands on lease and cultivate them both by the improved method and by the indigenous method side by side and demonstrate the superiority of the former method.

Distribution.—There are now 143 societies classed as stores. Only 86 of these are stores properly so-called and of them the most successful is the Triplicane Stores, which operates through its 21 branches in Madras City. A number of others are working quite successfully but others are leading a precarious existence. The total working capital of Stores societies of June 30th, 1927, was Rs. 5·71 lakhs. Purchases including stock on hand amounted to Rs. 24·72 lakhs and sales to Rs. 21·97 lakhs and such as did well made a total profit of Rs. 43,000.

Building.—There are now 109 building societies with 3,383 members and with a total paid-up share capital of Rs. 6·80 lakhs. These societies are given loans by the Government ordinarily for 20 years at 6½ per cent interest. The societies lend to members at 7½ per cent for the construction of dwelling houses. On June 30th, 1927, the total amount of Government loans outstanding with these societies was Rs. 13½ lakhs and about 1,000 houses have been built.

Cost.—The whole movement is directed by the Registrar of Co-operative Societies who is assisted by a Joint Registrar, 8 Deputy Registrars generally in charge of three districts each and by 1 Assistant Registrar in each district. He has also got a staff of inspectors to enable him to carry out the statutory duties of audit, inspection and liquidation. The present staff is barely adequate for audit but is in process of enlargement to provide 1 inspector for liquidation and 2 for administrative work in each district. The total Government expenditure on the department during 1926–27 amounted to Rs. 7·35 lakhs, while the expenditure on account of supervision of primary societies by the non-official co-operative institutions was 43 per cent of the expenditure by Government. A Committee to inquire into the Co-operative movement and make recommendations has recently finished its inquiry and its report is being issued.

The Working of the System of Government

I.—Relations with the Government of India and the Secretary of State

RELATIONS WITH THE GOVERNMENT OF INDIA AND THE SECRETARY OF STATE.

1. FINANCIAL.

A. Revenue.

Until the passing of the Act of 1919, the Government of India derived from the Acts of 1853 and 1858 complete control over the revenues and expenditure of the whole country ; for in these Acts, the revenues of India were treated as one and they were made applicable to the purposes of the Government of India as a whole. Thus, no Provincial Government had any inherent legal right to the revenues which it raised. In order, however, to give Local Governments an effective inducement to develop the revenues collected in their territories, to encourage economy, and to ensure that all parts of the administration received a due share of the growing revenues to meet the growing needs, the Government of India evolved by gradual stages a system of settlements with the Provinces, making over to them the whole or part of specified heads of revenue and delegating to them the control of the expenditure upon all the ordinary provincial services. The authors of the Report on Indian Constitutional Reforms found that the settlements existing in 1918, when they made their investigation, did indeed provide for the ordinary growth of expenditure, but that for any large and costly innovations Provincial Governments depended on doles out of the Indian surplus. Emphasizing the need for a complete separation of the resources of the Central Government from those of Provincial Governments, they put forward the proposal that "an estimate should first be made of the scale of expenditure required for the upkeep and development of the services which clearly appertain to the Indian sphere ; that resources with which to meet this expenditure should be secured to the Indian Government ; and that all other revenues should then be handed over to the Provincial Governments, which will thenceforth be held wholly responsible for the development of all Provincial services." To attain this end, the first essential was to get rid of what were known as 'divided heads' of revenue, or those heads, viz., Land Revenue, Stamps, Excise, Income-tax and Irrigation, of which part was credited to the Central revenues and part to Provincial. Their recommendation was that Income-tax and General Stamps should become entirely Central, while Land Revenue, Irrigation, Excise and Judicial Stamps should be entirely Provincial.

2. These proposals were modified first by the Financial Relations Committee who recommended that General Stamps should be a Provincial instead of a Central source of revenue, and secondly

by the Joint Select Committee of the Houses of Parliament who recommended that a share of the income-tax revenue accruing in each Province should be made over to it. This share was calculated each year at three pies for every rupee of assessed income, while the Local Governments had to pay back to the Government of India three pies for every rupee of the assessed income of 1920–21, and also to bear one-fourth of the cost of special income-tax establishments. This provision was embodied in Devolution Rule 15. The rule was subsequently modified in several respects, the chief variation being that the Local Governments were no longer required to meet any share of the income-tax establishments, while the amount to be credited to provincial revenues was fixed at a net figure calculated at three pies on each rupee of the excess of assessed income of the year over the assessed income of 1920–21.

3. The redistribution of the revenues between the Central and Provincial Governments under this scheme was bound to result in a large deficit in the Government of India's budget and in a considerable surplus in the budgets of the Provincial Governments over their normal expenditure. The authors of the Report on Indian Constitutional Reforms accordingly recommended that each Province should contribute to the Government of India a percentage of the difference between the gross provincial revenues and the gross provincial expenditure. On the basis of the figures of the budget estimate for 1917–18, they calculated the deficit of the Government of India at Rs. 1,363 lakhs and the gross surplus of the Provinces at Rs. 1,564 lakhs, and reckoned that Madras should pay to the Government of India Rs. 428 lakhs out of an estimated surplus of Rs. 491 lakhs. The Financial Relations Committee, which was appointed to work out the details of these contributions, found that these arrangements would leave little or no surplus revenue to some of the poorer Provinces ; and they held that this would be both a misfortune in itself and at variance with what they believed to be the intention, if not the implied promise, of the report. They accordingly suggested that, in order to facilitate the initial distribution of the central deficit, General Stamps should be made a Provincial head throughout. Meanwhile the Government of India had calculated with reference to the budget figures of 1919–20 that their deficit would be reduced to six crores. The suggestion of the Financial Relations Committee to treat General Stamps as a Provincial head together with other minor adjustments which they proposed increased the deficit of the Government of India to Rs. 983 lakhs. An estimate was next made of the surplus revenues accruing to each Province. The Committee showed special treatment to backward provinces such as Bihar and Orissa, which was allowed to retain the whole of its surplus revenue, and Burma, the Central Provinces and Assam who were asked to contribute only a small portion of their surplus revenues. The remaining five Provinces were required to contribute a sum which roughly amounted to 60 per cent of the additional revenues made available by the new arrangements. The Committee anticipated that in Madras the redistribution of the resources would result in an increased revenue

of Rs. 576 lakhs, out of which it proposed that Rs. 348 lakhs should be the contribution towards the deficit in the central budget and that Rs. 228 lakhs should remain for Provincial expenditure. The estimated increase of revenue of Rs. 576 lakhs was worked out as follows :—

Revenue.	On pre-reform classification.	On revised classification.	Imperial expenditure transferred to Provincial on revised classification.	
	LAKHS.	LAKHS.		LAKHS.
Land Revenue	3,04·28	6,08·56	Refunds	+ 1·20
Stamps	82·50	1,65·00	Assignments	+ 3·10
Excise	2,38·25	4,76·50	Stamps	+ 2·31
Income-tax (ordinary) ...	38·95	...	Excise	+11·23
Forest	49·36	49·36	Income-tax	— 55
Registration	27·10	27·10	Political	— 56
Interest	5·52	5·52	Scientific	— 5·31
Courts of Law	10·91	10·91	Civil furlough ...	+ 4·80
Jails	7·08	7·08	Famine	+ 3·65
Police	4·31	4·31	Protective irrigation.	+ 1·75
Ports	1	1	Irrigation—	
Education	5·20	5·20	Working expenses.	+ 8·62
Medical	2·97	2·97	Interest	+15·69
Sanitation	15	15		
Agriculture	3·74	3·74		
Scientific	11·71	11·71		
Superannuation	1·47	1·47		
Stationery	1·42	1·42		
Miscellaneous	2·49	2·49		
Irrigation—Major Works—Direct receipts.	1·61	3·22		
Irrigation—Major Works—Portion of Land Revenue due to Irrigation	53·61	1,07·22		
Irrigation—Minor Works.	3·15	3·15		
Civil Works	4·35	4·35		
Recurring contributions from Imperial (net) ...	18·92	...		
	8,79·06	15,01·44		+45·92

	LAKHS.
Gross increase in Provincial income ...	6,22·38
Deduct—Imperial expenditure transferred to Provincial	45·92
Net increase in Provincial income ...	5,76·46

The Joint Select Committee of the Houses of Parliament accepted these initial contributions, but recommended special treatment to Bengal.

4. The authors of the Report recognized that their proposals involved considerable disparity in the revenues allocated to the different provinces. But they were content to leave it to the next periodic commission and its successors to review the situation then existing and to determine whether some period should not be set within which the more lightly burdened provinces could be expected to find means of bringing up their financial resources to the common level of strength. The Financial Relations Committee,

on the other hand, while recognizing that the initial contributions would be, in some measure, arbitrary, dictated by the existing financial position of each province and not by any equitable standard such as its capacity to pay, considered that the initial contributions could only be defended as a measure of transition in order to give time to the provinces to adjust their budgets to the new state of affairs and that provision should be made for a more equitable distribution of the burden of the deficit within a reasonable time. After considering the general wealth and development of the several provinces, the Committee decided that the contributions towards the deficit should be eventually fixed as follows :—

Standard Contributions.

Provinces.	Percentage contribution to deficit.
Madras	17
Bombay	13
Bengal	19
United Provinces	18
Punjab	9
Burma	$6\frac{1}{2}$
Bihar and Orissa	10
Central Provinces	5
Assam	$2\frac{1}{2}$
	100 per cent.

It also laid down that these standard contributions should be reached gradually by successive gradations within a period of seven years. The reductions in the contributions of the provinces for which the standard scale was less than the initial percentage were to be met by increases in the contributions of those for which the standard scale was higher. The Joint Select Committee was, however, of the opinion that the initial contribution payable by any province should in no case be increased and that the gradual reduction of the aggregate contribution should be the sole means of attaining the theoretical standards recommended by the Financial Relations Committee, that is to say, any reduction in the contribution of a province would depend solely on the amount which the Government of India were able to allot from their surplus revenues. The method by which such surplus revenues in the Government of India budget should be employed to reduce the contributions of the various provinces is laid down in Devolution Rule 18. According to this rule, the provinces which contributed most were to have the benefit of the surplus in the first instance in proportion to the excess they contributed over the standard scales. At the same time, the Committee laid emphasis on the intention of the Government of India that the contributions of the provinces to the Central Government should cease at the earliest possible moment. They said that they attached great importance to the fulfilment of

this intention and trusted that the Government of India and the Secretary of State in Council would, in regulating their financial policy, make it their constant endeavour to render the Central Government independent of provincial assistance at the earliest possible date.

The Province of Bengal has since 1922–23 been relieved of its contribution of Rs 63 lakhs in accordance with the recommendation of the Joint Select Committee. For the remaining provinces, the first reduction in the contribution took effect in 1925–26 and the contribution has been successively reduced and finally extinguished in 1928–29. The portion of the Madras contribution permanently remitted in 1925–26 and each subsequent year is as follows :—

	LAKHS OF RUPEES.
1925–26	126·02
1926–27	56·79
1927–28	116·46
1928–29	48·73
	348·00

5. The following statement compares the amount of contribution actually paid by Madras with what would have been payable under the Financial Relations Committee's proposals :—

Year. (1)	Contributions as proposed by the Financial Relations Committee. (2)	Contribution as in Devolution rule 18. (3)	Additional amount paid col. (3)—col. (2). (4)
	LAKHS.	LAKHS.	LAKHS.
1921-22	348·00	348·00	...
1922-23	319·47 (*a*)	348·00	28·53
1923-24	289·99 (*b*)	348·00	58·01
1924-25	260·49 (*c*)	348·00	87·51
1925-26	168·59 (*d*)	221·98	53·39
1926-27	121·60 (*e*)	165·19	43·59
Total ...	1,508·14	1,779·17	271·03

(*a*) 32¼ per cent of 983. (*b*) 29½ per cent of 983. (*c*) 26½ per cent of 983.
(*d*) 23 per cent of 733. (*e*) 20 per cent of 608.

If the Financial Relations Committee's proposals had been accepted, Madras would have had to pay about Rs. 271 lakhs less than has actually been paid.

6. The Financial Relations Committee anticipated that Madras would have an increased provincial revenue of Rs. 228 lakhs as a result of the new arrangement. The income assumed by the Financial Relations Committee on the basis of the budget estimates for 1919–20 was Rs. 1,501·44 lakhs. But after certain adjustments

with reference to subsequent modifications in the distribution of subjects between Central and Provincial, the revenue assumed by the Financial Relations Committee should be put down at Rs. 1,511·14 lakhs and the expenditure transferred from Imperial to Provincial should be Rs. 54·03 lakhs instead of Rs. 45·92 lakhs. In 1921–22 when the new financial arrangements were first introduced the revenue actually realised was Rs. 1,588·75 lakhs. Thus the additional resources which the Financial Relations Committee had anticipated were more than realised. The Committee had anticipated an increased provincial revenue of Rs. 228 lakhs; the actual increase proved to be Rs. 305·61 lakhs.

7. In spite of this large increase of revenue, however, the financial position of the province during the first two years of the Reforms was far from satisfactory. The increase in prices after the war not only rendered necessary a revision of salaries all round, but also entailed an increase of the rates of travelling allowance and greater expenditure on works and contingencies due to an increase in the cost of labour and materials. During the years 1919–20 to 1921–22 the Government incurred an additional expenditure of about Rs. 243 lakhs as a result of this rise in prices as shown below :—

	LAKHS. RS.	LAKHS. RS.
(1) Revision of pay—		
All-India services	13·00	
Provincial services	21·00	
Subordinate services	114·00	
Village officers and menials ...	42·00	
	———	190·00
(2) Increase in rates of travelling allowances		12·00
(3) Increase in expenditure on irrigation works		22·00
(4) Increased cost of leave and deputation salaries		10·00
(5) Pensions		9·00
	Total ...	243·00

Besides, the reformed constitution introduced by the Government of India Act, 1919, involved an additional expenditure of Rs. 6 lakhs ; grants to local bodies for the maintenance of trunk roads cost an additional Rs. 14 lakhs ; education charges increased by Rs. 3 lakhs ; and interest charges by Rs. 3 lakhs. The budget estimates of 1920–21 and 1921–22 also provided for schemes of new expenditure costing Rs. 41 lakhs and Rs. 38 lakhs. The result was that the whole of the additional resources placed at the disposal of the Madras Government under the new arrangements were absorbed in the very first year of the Reforms. In fact, the budget estimate for 1921–22 could only be balanced by adopting the following expedients :—

(1) The instalment of Rs. 9·50 lakhs which the Government agreed to pay annually towards the discharge of the old Provincial Loan Account is under Devolution Rule 26 a first charge on the revenues ; but the Government decided to pay it out of borrowed money.

(2) A sum of about Rs. 11·30 lakhs on account of various small building schemes was met from borrowed money.

When the actual receipts and expenditure for the year were ascertained there was a deficit of Rs. 68 lakhs, mainly due to a loss of revenue of about Rs. 90 lakhs as a result of the non-co-operation movement and the Malabar Rebellion and to general depression in trade.

8. At the time of the preparation of the budget for 1922–23, it became evident that if recurring deficits were to be avoided, immediate measures were necessary to increase the revenue and to curtail expenditure. The Government therefore decided to raise additional revenues by increasing the stamp duties, court-fees and registration fees, while at the same time establishments were reduced and the provision for travelling allowances and contingencies was cut short by about Rs. 23 lakhs. In the course of the same year the Government appointed a Retrenchment Committee which made a complete examination of the whole of the administration and suggested various economies which resulted in an immediate saving of Rs. 18 lakhs and were expected to lead to an ultimate saving of Rs. 36 lakhs per annum. The additional revenues due to the enhancement of taxes and fees did not come up to expectations. There was a small surplus of Rs. 5·54 lakhs in 1922–23, which would have been converted into a deficit of Rs. 8·71 lakhs, if the correct financial practice of repaying loans from revenues had been adopted. In 1923–24 the surplus was Rs. 29·32 lakhs out of which Rs. 28·39 lakhs were repaid to the Government of India against the money borrowed in 1921–22, in addition to the annual instalment of Rs. 17·30 lakhs. The year 1924–25 again resulted in a deficit of Rs. 23·46 lakhs, due to serious floods in many parts of the Presidency which involved a loss of revenue of Rs. 50 lakhs and an increased expenditure of about Rs. 23 lakhs.

9. The following is a summary of the corrected figures of revenue and expenditure each year since the Financial Relations Committee framed its proposals until the end of 1924–25, the last year in which the full contribution to the Government of India was paid :—

Year.	Revenue (adjusted).	Expenditure charged to revenue (adjusted).	Surplus (+) or Deficit (—).
	LAKHS.	LAKHS.	LAKHS.
Financial Relations Committees' estimate (based on budget, 1919-29 ...	1,511·14	...	...
1920-21	1,587·09	1,522·27	+64·82
1921-22	1,588·75	1,656·75	—68·00
1922-23	1,634·04	1,642·75	— 8·71
1923-24	1,677·29	1,665·27	+12·02
1924-25	1,677·25	1,701·11	—23·86
			—88·55

The amounts provided for schemes of new expenditure during this period were—

Year.	Reserved.		Transferred.	
	Recurring.	Non-recurring.	Recurring.	Non-recurring.
	LAKHS.	LAKHS	LAKHS.	LAKHS.
1921-22	5 86	7·22	9·18	15·55
	4·50		12·57	
1922-23				
1923-24	4·80	8·36	2·28	52·13
1924-25	4·18	4·82	1·20	9 97
Total ..	14·84	20·40	12·66	77·65
	+ 4·50		+ 12·57	
	39·74		102·88	

Thus about Rs. 140 lakhs were provided during the four years, or on an average of Rs. 35 lakhs a year for schemes of new expenditure, both recurring and non-recurring, while the accumulated deficits amounted to Rs. 88·55 lakhs.

Both the Finance Committee and the Government were compelled by lack of funds to reject several schemes of new expenditure ; those rejected in 1923–24 and 1924–25 were—

Budget year.	Number.	Cost during the year.
		LAKHS.
1923–24	65	24·04
1924–25	153	28·99

Another result of the difficult financial position in which the Government were placed during this period was that they were impelled to have recourse to several expedients such as charging to loan funds—

(1) expenditure on unproductive civil works costing Rs. 50,000 or more ;

(2) expenditure on grants to local bodies for water-supply and drainage schemes and other capital expenditure ; and

(3) the re-payment of debt.

If the Financial Relations Committee's proposal to work gradually to its standard scales had been adopted, the Government could have avoided these deficits and need not have imposed additional taxation.

10. The revenues allocated to the Madras Government under the Reforms have been as follows :—

Figures as in the Civil Budget Estimates.

	LAKHS.
1921–22	1,579·20
1922–23	1,606·22
1923–24	1,647·85
1924–25	1,627·59
1925–26	1,693·60
1926–27	1,683·69
1927–28 (Revised Estimate)	1,676·14

These revenues are either

(i) service receipts, that is, receipts derived from operations conducted by Government, such as forests, commercial undertakings, fisheries operations, etc., or recoveries for services rendered ; e.g., rents of buildings, fees levied in Government schools and colleges, or

(ii) receipts derived from taxation in the broad sense of the term.

The latter may again be subdivided into two categories, viz.,

(*a*) receipts derived from taxes imposed by Acts of the legislature, and

(*b*) receipts from duties and fees levied under executive orders.

In making the distinction between service receipts and taxes, the principle followed has been that adopted by the Taxation Enquiry Committee in determining which items of Provincial receipts came within the scope of their enquiry.

The various items which have been treated as 'Taxes' are shown below :—

(*a*) *Amount derived from taxation* : (*by Act of the legislature*) (1) *Income-tax.*—Though the tax is levied and collected by the Central Government, a portion of the tax so collected is assigned to the Local Government under Devolution Rule 15, and shown under the Central Revenue head, II. Taxes on income as a deduction from gross revenues. It is proper that the amount credited to provincial should be treated as a tax,

(2) *Stamps.*—The following have been excluded :—

(i) Miscellaneous (Non-Judicial and Judicial).	Shown as service receipts.
(ii) Copy stamp papers.	Shown under '(*b*) levied by executive orders' as they are *not* levied under the Indian Stamp Act or the Court-Fees Act.

(3) *Administration of Justice.*—Court-fees realized in cash.

(*b*) *Amounts levied by executive orders.*—The following are the items falling under this category :—

V. Land Revenue ...	Ordinary revenue, including portion due to Irrigation.
VI. Excise	All heads except 'Other items' under the sub-heads, 'Abkari' and 'Opium' under the minor head 'Fines, confiscations and miscellaneous'.
VII. B. Stamps—Judicial ...	Sales of stamps—Cost of copy stamp paper.
XIII & XIV. Irrigation. ...	Navigation fees.
XVII. Administration of Justice.	Miscellaneous fees and fines—Fees for petroleum licences. (This has been centralized with effect from 1921-22.)
XIX. Police	Hackney carriage fees. Motor vehicles licence fees.
	Other fees.
XXVI. Miscellaneous departments.	Fees for inspection of steam boilers.
	Miscellaneous—Births, deaths and marriage registration fees.
XXXV. Miscellaneous ...	Miscellaneous fees—Fines and forfeitures—
	(i) Fees for stamping weights and measures.
	(ii) Fees under the Cinematograph Act (figure appears only in 1920-21).

11. It may be pointed out that the figures in paragraph 10 are those given in the budget estimates of the year. But in order to arrive at the true growth of provincial revenues under the different categories referred to in that paragraph, it is necessary to correct the figures to a uniform classification. The following are the main changes which must be taken into account for this purpose :—

(i) As a result of the amendment to Devolution Rule 15, the adjustment of the share of income-tax revenue creditable to the Provincial Government in 1921–22 should be taken at the net figure after deducting the amount of the counter adjustment of the corresponding share of 1920–21, which was shown as expenditure.

(ii) *Cost price of excise opium.*—Up to the end of 1924–25 only the gain on sale proceeds of excise opium was credited to 'VI. Excise'. With effect from 1925–26, the cost price of excise opium is shown as service expenditure under '6. Excise' and the gross sale proceeds of excise opium which include the cost price and duty are credited to 'VI. Excise'. Adjustments have to be made on this account in the figures relating to 1920–21 to 1924–25, to bring them into accord with those for 1925–26 and later years.

(iii) Recoveries of expenditure which were taken as deductions from charges to the end of 1927–28 are, with effect from 1928–29, treated as receipts. In order to arrive at a true comparison, it is

necessary to exclude from the figures of the budget estimate for 1928–29 the recoveries of expenditure for which credit has been taken on the receipts side.

(iv) Working expenses of irrigation works for which capital and revenue accounts are kept are shown in the Civil Budget Estimates as deduction from receipts. As working expenses are really expenditure these will have to be excluded.

(v) The accounts of some Government Commercial undertakings are maintained on commercial lines. The receipts are paid into and the charges met from one or more personal ledger accounts for each undertaking and only the net profit or loss appears in the Government accounts.

(vi) Extraordinary receipts amounting to Rs. 17·91 lakhs in 1925–26 may be excluded, as they represent a recovery from the Central Government of certain pension charges which were debitable to that Government but were erroneously debited to provincial during the years 1921–22 to 1924–25.

After making these corrections the figures of revenue from 1920–21 under the three classes referred to above will be as follows :—

Year. (1)	Service receipts. (2)	Revenue from taxation levied by,		Total. (5)
		Acts of the legislature. (3)	Executive orders. (4)	
	LAKHS.	LAKHS.	LAKHS.	LAKHS.
1920-21	1,47·44	1,71·49	12,66·83	15,85·76
1921-22	1,31·08	1,87·02	12,57·68	15,75·78
1922-23	1,61·39	2,11·30	12,69·15	16,41·84
1923-24	1,63·97	2,35·28	12,86·00	16,85·25
1924-25	1,59·51	2,33·54	12,85·56	16,78·61
1925-26	2,03·66	2,40·29	12,75·58	17,19·73
1926-27	1,88·32	2,47·83	12,96·84	17,32·99
1927-28 (Revised Estimate) .	1,82·06	2,47·54	13,02·09	17,31·69
1928-29 (Budget Estimate) ...	1,83·72	2,50·54	13,11·06	17,45·82

These figures show that the growth of revenues allocated to the Madras Government has been small. During the year 1921–22 there was a fall in revenues, especially under Excise, owing to the non-co-operation movement. In 1922–23, additional revenues were raised by the amendment of the Indian Stamp Act and the Court-Fees Act, by increasing the cost of copy stamp paper from annas 2 to annas 3 and by increasing Registration fees. Other fees and duties have also been raised from time to time, by executive orders, such as, excise duties on arrack and opium, tree-tax, etc. The only measures of taxation so far introduced by this Government in the Legislative Council under section 80-C of the Government of India Act, were the amendments to the Indian Stamp Act and the Court-Fees Act, referred to above. Neither of these fell under Schedule I to the Scheduled Taxes Rules. The sanction of the Government of India was applied for and obtained to the amendment of the Indian Stamp Act under section 80-A of the Government of India Act. As regards the amendment to the Court-Fees

Act, the Government of India considered that their sanction was not necessary with reference to the provisions of the Devolution Act, 1920.

12. The growth of revenue under the principal heads is analysed below :—

Land Revenue.

Year. (1)	Total revenue. (2)	Service receipts. (3)	Receipts from taxes levied under executive orders. (4)	Increase due to resettlements. (5)	Increase due to new irrigation projects. (6)
	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.
1920-21	688·54	9·67	678·87	...	...
1921-22	725·95	10·46	715·49	1·87	...
1922-23	729·84	12·96	716·88	·72	...
1923-24	714·28	13·16	701·12	10·79	...
1924-25	740·20	13·72	726·48	4·22	...
1925-26	770·70	26·03	744·67 (*a*)	1·72	...
1926-27	754·32	13·92	740·40	·25	...
1927-28 (Revised Estimate).	744·89	9·79	735·10	·20	...
1928-29 (Budget Estimate).	750·36	9·86	740·50	...	1·48 (*b*)
Increase in 1928-29 over 1920-21.	+ 61·82	+ ·19	+ 61·63	19·77	1·48

(*a*) Includes a special credit of 12·85 lakhs on account of ayacut inclusion fees in West Godavari and Kistna Districts.

(*b*) Represents the estimated revenue in 1928-29 from new irrigation projects which came into operation since 1921-22.

The figures for 1920–21 were low owing to famine conditions over a large part of the Presidency. If therefore 1921–22 is taken as the starting point, the increase during the seven years ending 1928–29 is Rs. 24·41 lakhs made up of a decrease of Rs. ·60 lakh under service receipts, and increase of Rs. 25·01 lakhs under Land and Irrigation revenues. Of this increase of Rs. 25·01 lakhs, resettlements account for (Rs. 19·77 *minus* 1·87) 17·90 lakhs and *new* irrigation projects for Rs. 1·48 lakhs. The balance of Rs. 5·63 lakhs is due to extension of cultivation and improvements to irrigation works. In the future, resettlements are not likely to bring in as much additional revenue as in the past, owing to the limitation of enhancements at resettlements to $18\frac{3}{4}$ per cent as the result of a resolution passed by the Legislative Council to this effect and in view of the general attitude of the Council towards settlement policy. Besides, the increase in the price of food grains has been the main determining factor in resettlements, and as the recent resettlements have all been based on high prices, the effect of subsequent resettlements in these tracts may be a much smaller increase than has been sanctioned in recent years. The Cauvery-Mettur Project which is expected to be completed in 1932–33, will bring in, it is hoped, additional revenues ; but a great portion of them will be absorbed for many years to come in liquidating the large borrowings for capital expenditure on the project. On the whole, the revenue under this head is not likely to increase by more than Rs. 3 or Rs. 4 lakhs per annum on an average.

13. *Excise.*

Year. (1)	Total revenue (as adjusted). (2)	Service receipts. (3)	Receipts due to taxation levied by executive orders. (4)	Increase due to increase in rates. (5)
	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.
1920-21	545·80	8·29	537·51	..
1921-22	497·37	10·54	486·83	4·30
1922-23	501·31	12·92	488·39	11·98
1923-24	532·10	15·08	517·02	·80
1924-25	502·99	14·51	488·48	·37
1925-26	494·35	21·00	473·35	4·23
1926-27	510·14	14·13	496·01	2·16
1927-28 (Revised Estimate) ..	520·22	13·00	507·22	7·06
1928-29 (Budget Estimate) ..	524·28	11·22	513·06	8·56
Increase (+) or Decrease (—) in 1928-29 over 1920-21.	— 21·52	+ 2·93	— 24·45	+ 39·46

Service receipts show an increase of Rs. 2·93 lakhs in 8 years or an average of Rs. ·37 lakh per annum. The revenue from duties and rentals shows a decrease of Rs. 24·45 lakhs during the period of 8 years, and this has occurred in spite of increases in duties which should normally have resulted in increased revenue of Rs. 39·46 lakhs. There has consequently been a decrease of Rs. 63·91 lakhs due to a fall in the consumption of liquor and in the rentals of shops. The Legislative Council favours the adoption of measures of prohibition throughout the Presidency within a definite period. The Finance Committee has been asked to consider what financial measures can be adopted to compensate for the loss of revenue and to meet the additional expenditure due to the adoption of a policy of prohibition. The Committee has asked for estimates of cost which have not yet been furnished by the Revenue Department. Even though the adoption of a prohibition policy may not be a practical proposition, the revenue from Excise shows a tendency to decrease rather than to increase.

14. *Stamps (Non-Judicial).*

Year. (1)	Total revenue. Non-judicial. (2)	Service receipts. (3)	Receipts derived from taxation. (4)	Additional taxation or reduction (estimated income). (5)
	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.
1920-21	68·91	·04	68·87	..
1921-22	70·87	·02	70·85	..
1922-23	89·26	·03	89·23	30·00
1923-24	91·70	·02	91·68	..
1924-25	97 76	·02	97·74	..
1925-26	99·31	·02	99·29	..
1926-27	102 12	·02	102·10	..
1927-28 (Revised Estimate) ..	103·07	·02	103 05	..
1928-29 (Budget Estimate) ..	105·13	·02	105·11	— ·74
Increase in 1928-29 over 1920-21.	+ 36·22	— ·02	+ 36·24	— ·06 29·20

The stamp duties were increased in 1922–23, roughly by about 50 per cent. Excluding from the actuals of 1921–22 Rs. 70·85 lakhs), the fixed assignment of Rs. 3·50 lakhs for unified stamps and the revenue from transactions for which the duties were not raised, the additional revenue from increased duties may be estimated at Rs. 30 lakhs. The abolition of the duty on cheques in 1927–28 is estimated to result in a loss of revenue of about Rs. ·80 lakh, leaving a net increase of Rs. 29·20 lakhs. The actual increase was, however, Rs. 36·24 lakhs over the revenue of 1920–21. The excess of Rs. 7·04 lakhs is due partly to an increase of Rs. 4·84 lakhs in the annual assignment from the Central Government for unified stamps and partly to an increase in the number of transactions.

Stamps (Judicial).

Year.	Total revenue.	Service receipts.	Taxation.			
			Levied by executive orders.		Levied by Acts of the Legislature.	
			Actual revenue.	Revenue due to increase in fees (estimated).	Actual revenue.	Revenue due to additional taxation (estimated).
(1)	(2)	(3)	(4)	(5)	(6)	(7)
	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.
1920-21 ..	109·19	..	7·08	..	102·11	..
1921-22 ..	118·98	·01	7·58	..	111·39	..
1922-23 ..	130·58	·01	9·24	3·00	121·33	32·00
1923-24 ..	142·35	·01	10·30	..	132·04	..
1924-25 ..	143·75	·02	10·45	..	133·28	..
1925-26 ..	145·77	·03	10·19	..	135·55	..
1926-27 ..	150·18	·01	10·27	..	139·90	..
1927-28 .. (Revised Estimate.)	148·62	·01	10·50	..	138·11	..
1928-29 .. (Budget Estimate)	148·13	·01	10·50	..	137·64	..
Increase in 1928-29 over 1920-21.	+ 38·94	+ .01	+ 3·42	+ 3·00	+ 35·53	+ 32·00

Fees levied by executive orders.

The revenue derived from the sale of copy stamp papers falls under 'Fees levied by executive orders', as the fees are not levied under the Indian Stamp Act or the Court-Fees Act. The value of a copy stamp paper was raised from two to three annas from September 1922. The full effect of the increase was felt in 1923–24 and the additional revenue on this account may be estimated at Rs. 3 lakhs.

Fees levied under Act of the Legislature.

The Court-fees Act was amended in 1922 so as to enhance court-fees for several items. An increase of about Rs. 32 lakhs was expected. As the enhanced fees took effect only in May 1922, the

revenue of 1923–24 may be taken to represent a full year's revenue at the new rates. The increase of revenue in that year over 1921–22 was however only Rs. 20·65 lakhs and the deficiency as compared with the estimate was due to a decline in the value of suits, though there was no fall in the number of suits instituted—see table below :—

Year.	Institutions.	Value of suits.
	NO.	RS.
1921	496,244	13,62,94,254
1922	530,538	11,60,07,173
1923	551,370	9,94,85,620
1924	559,665	8,12,22,885
1925	600,682	11,07,21,842
1926	593,428	11,29,42,618

The Government has recently reduced the fees chargeable in certain small cause suits, thus sacrificing revenue estimated at Rs. ·72 lakh a year.

15. *Registration.*

Year.	Actual revenue.	Estimated additional revenue or reduction in revenue as a result of additional taxation or reduction in taxation.	Remarks.
	LAKHS	LAKHS.	
1920-21	30 61		
1921-22	32·56		
1922-23	35·98	6·00 (*a*)	(*a*) Represents the anticipated revenue on account of the enhancement of the scale of fees for the registration of documents of value exceeding Rs. 100 introduced from 1st March 1922.
1923-24	36·86		
1924-25	37·90		
1925-26	38·60		
1926-27	40·53		
1927-28 (Revised estimate)	39·04	— 1·50 (*b*)	(*b*) Represents loss of revenue in 1927–28 due to reduction of scale of registration fees to the level in force before 1922, with effect from 1st January 1928 on the basis of a total estimated loss of 6 lakhs per annum.
1928-29 (Budget estimate.)	35 12	— 4 50 (*c*)	(*c*) Represents further loss of revenue as explained in (*b*) above.
Increase over 1920–21.	4·51	..	

The increase in registration fees during the year 1922–23 should normally have resulted in an additional revenue of about Rs. 6 lakhs, but the actual increase in that year was only Rs. 3·42 lakhs

owing to a decline in the number of registrations as well as in the value of documents registered. In 1928–29, the fees will be the same as in 1920–21 and the increase of revenue during the period of eight years is Rs. 4·51 lakhs ; or Rs. ·56 lakh per annum on an average. This is due to the facilities for registration of documents afforded to the public by the opening of new sub-registry offices every year and the growth in the value of documents registered.

Year. (1)	Registrations. (2)	Aggregate value of documents registered. (3)
		CRORES OF RUPEES.
1920	1,561,936	64·76
1921	1,420,132	62·00
1922	1,374,026	61·34
1923	1,339,007	58·37
1924	1,383,039	58·73
1925	1,397,479	62·50
1926	1,394,063	63·88

16. The foregoing analysis of the growth of revenue under the principal heads shows that the revenue allocated to the province under the existing scheme has not materially expanded in spite of the financial stringency which was severely felt until the Government of India were able to remit the provincial contribution. So long as such a large portion of the provincial revenue had to be paid over to the Government of India there was some justification for the reluctance of the provincial legislature to impose additional taxation. That the Council did agree to levy higher stamp duties in 1922 may perhaps afford ground for confidence that should a similar need arise in future the Council will not shrink from the odium of increasing the burden of taxation. On the other hand the general trend of all recent debates on financial questions has been in the direction of a demand for a decrease of the land revenue, for the surrender of the excise revenue, and for a reduction of other fees and charges.

17. Between 1920–21 and 1928–29 the revenues of Madras have risen from Rs. 1,585·76 lakhs to Rs. 1,745·32 lakhs, i.e., by Rs. 159·56 lakhs or 10·06 per cent. During the same period the revenues of the Central Government have risen from Rs. 11,680·47 lakhs to Rs. 12,964·75 lakhs or by 12·39 per cent ; but these figures, just as the provincial figures, need correction in order to present a true comparison ; extraordinary items of revenue of the nature of windfalls must be left out of account, and allowance must be made for changes of accounts classification especially in the case of Railways. If these corrections are made, the revenue of the Central Government may be put down at Rs. 8,373·61 lakhs in 1920–21 and at Rs. 10,454·96 in 1928–29 ; the increase here is Rs. 2,081·35 lakhs or 24·85 per cent. The principal increase has been under the head of customs duties, the yield from which has

risen from Rs. 3,097·67 lakhs in 1920–21 to Rs. 5,018·37 lakhs in 1928–29, an increase of 62 per cent, the whole of which is due to the raising of the rates at which the duties are levied. The corrected figures of revenue for each year are as follows :—

YEAR.		LAKHS.
1920–21	(Accounts)	8,373·61
1921–22	do.	7,806·23
1922–23	do.	8,975·98
1923–24	do.	9,966·01
1924–25	do.	10,388·14
1925–26	do.	10,290·12
Increase of revenue in 1925–26 over that in 1920–21	... ...	1,916·51
1926–27	(Actuals)	10,313·23
1927–28	(Revised estimate)	10,258·45
1928–29	(Budget estimate)	10,454·96

The revenue for 1921–22 shows a fall of Rs. 567·38 lakhs as compared with that for 1920–21, mainly due to the heavy loss sustained by railways during 1921–22 owing to strikes and depression in trade. The revenue in 1925–26 exceeded that in 1920–21 by Rs. 1,916·51 lakhs, though the additional taxation imposed during this period was estimated to produce an additional revenue of Rs. 4,652·50 lakhs. The revenue actually realized fell short of this estimate by Rs. 2,736 lakhs. This is partly due to the fact that in 1925–26 the revenue from railways is a net figure, i.e., revenue *minus* working expenses ; while the revenue has risen by Rs. 1,826·21 lakhs expenditure has increased by Rs. 1,948·03 lakhs during the period 1920–21 to 1925–26, so that there is a net loss of revenue amounting to Rs. 121·82 lakhs. The rest of the shortage must be due to the slump in prices and depression in trade subsequent to 1920–21. Since 1925–26 however there has been a marked recovery. The revised estimate for 1927–28 shows a fall of only Rs. 54·88 lakhs as compared with the actuals of 1926–27, in spite of reductions in taxation which were estimated to involve a loss of about 2½ crores of revenue. The Government of India have taken advantage of the elasticity of their sources of revenue more particularly Customs, Income-tax. Posts and Telegraphs and Railways—to raise the additional income necessary to enable them to balance their budgets and to remit the provincial contributions. It cannot be questioned that these sources of revenue do admit of greater and more rapid expansion than those allocated to the provinces.

18. As already shown, the provincial revenues show little sign of expansion. The remissions of the contribution of Rs. 348·00 lakhs, which began in 1925–26, have furnished additional resources which are being utilized for schemes of new expenditure ; and the provincial balance at the end of 1928–29 is expected to stand at

Rs. 280 lakhs, excluding Rs. 44·21 lakhs, the amount invested in the Famine Insurance Fund, and a small sum of Rs. 4·09 lakhs being the credit balance under Suspense and Depreciation Funds. Schemes of new expenditure to which the Government have already committed the province will practically swallow the whole of these additional resources.

B. Borrowing.

19. The Reforms scheme enabled the provinces for the first time to borrow money on the security of the revenues allocated to them either in the open market or from the Government of India. The objects on which money can be borrowed and the conditions relating thereto are laid down in the Local Government (Borrowing) Rules. Every loan to be taken or floated in India requires the sanction of the Government of India and every loan to be floated in England requires the sanction of the Secretary of State. At the outset, this Government contemplated floating a loan in the open market ; but they were advised that a loan beyond a sum of one crore was not likely to be successful except at a much higher rate of interest than the Government had to pay for borrowings from the Government of India. The idea of floating an open market loan was consequently given up, and the Madras Government have borrowed only from the Government of India. The Government of India have never made any difficulty in supplying the needs of Madras, except in the year 1921–22, when they were unable to meet the full demand, and sanctioned Rs. 70 lakhs out of Rs. 130 lakhs for which the Madras Government had asked. In September 1921, however, finding themselves in funds, the Government of India sanctioned a further advance of Rs. 40 lakhs.

20. Rule 2 of the Local Government (Borrowing) Rules lays down that money may be borrowed by the Local Government for any of the following purposes :—

(*a*) to meet capital expenditure on the construction or acquisition (including the acquisition of land, maintenance during construction and equipment) of any work or permanent asset of a material character in connexion with a project of lasting public utility, provided that—

(i) the proposed expenditure is so large that it cannot reasonably be met from current revenues ; and

(ii) if the project appears to the Governor-General in Council unlikely to yield a return of not less than such percentage as he may from time to time by order prescribe, arrangements are made for the amortisation of the debt ;

(*b*) to meet any classes of expenditure on irrigation which have under rules in force before the passing of the Act been met from loan funds ;

(*c*) for the giving of relief and the establishment and maintenance of relief works in times of famine or scarcity ;

(*d*) for the financing of the provincial loan account ; and

(*c*) for the repayment or consolidation of loans raised in accordance with these rules or the repayment of advances made by the Governor-General in Council.

The restriction in clause (*a*) (i) was not rigidly observed in the first few years after the introduction of the Reforms scheme. In 1921–22 demands were put forward for an advance from the Government of India for various petty schemes of Civil Works. Although it was recognized subsequently that this was not a correct policy, yet, owing to the seriousness of the financial position, the Government were inclined to meet from loan funds various small works each costing a lakh or more, and in 1923–24 the Government obtained the consent of the Finance Committee to provide from loan funds in the budget estimate of 1924–25 for all Civil Works costing Rs. 50,000 or more. The Government also met from loan funds grants to public bodies like the Madras University, the Madras Corporation, local boards and municipalities, for their large construction schemes. The Government of India and the Secretary of State, however, finally decided that the debit of this expenditure against loan funds was incorrect and the expenditure so debited in previous years to the capital account was written back to revenue.

Although the applications for loans stated a certain sum in each year as the amount of loan required for that year and also gave details of the purposes for which the amount was intended, only the amount actually spent on the objects for which the loan was taken was treated as loan from the Government of India.

21. With effect from the 1st April 1925, the Government of India constituted the Provincial Loans Fund to which they advanced the money required for disbursement to the various provinces. The provinces borrow from this fund and recoveries are credited to it. The rules governing the constitution and working of the fund will be found in annexure to G.O. No. 905, Finance, dated 2nd April 1926. The main restrictions which these rules have imposed on local Governments are—

(i) in the case of unproductive works, advances of less than Rs. 5 lakhs for any scheme or group of works will not normally be made from the fund as being excluded by the principle laid down in rule (2) (*a*) of the Local Government (Borrowing) Rules, which requires that the proposed expenditure shall be so large that it cannot reasonably be met from current revenues ;

(ii) the rules discriminate between loans for productive purposes and loans for other than productive purposes, the interest charged on the latter class of loans being $\frac{1}{4}$ per cent more than the rate for the former ;

(iii) the terms once sanctioned by the Government of India, both as regards the advance and drawing and repayment of advance, shall not be altered except with the specific previous sanction of the Government of India.

The last restriction has made it incumbent on the Local Government to estimate its requirements as closely as possible at the time of framing its budget. It is not now possible to make advance repayments, from surplus revenues or from balances, of loans taken in previous years at high rates of interest.

22. The question how far local Governments are bound to adhere to the objects for which an advance is sanctioned and to the amount sanctioned for each object, has been under discussion between the Accountant-General, the local Government and the Government of India. The Accountant-General took the narrow view that the money borrowed from the Provincial Loans Fund for each object of expenditure should be spent on that object alone and not diverted to other purposes. This interpretation was first accepted by the Auditor-General. But the Government of India finally decided that local Governments have powers to vary the objects for which the advance is granted except in the following cases :—

(i) a loan provided for productive purposes should not be utilized for other than productive purposes and *vice versa*. A loan sanctioned for a special object like the Cauvery-Mettur Project on special terms should not be diverted to other objects for which loans are sanctioned on different terms and *vice versa*.

(ii) The Government of India have, however, permitted temporary diversions from one class to the other provided that at the end of the year the diversion is made good. If, however, the diversion is not made good within the year, the local Government should include in its next application for loan the amount which had been diverted.

C. Expenditure.

23. Section 21 of the Government of India Act reserves to the Secretary of State control of the expenditure of the revenues of India, both in British India and elsewhere, subject to the provisions of the Act and rules made under it.

With regard to reserved subjects, the Joint Select Committee considered that the extent to which the Secretary of State in Council was prepared to delegate to provincial Governments his powers of control over expenditure on reserved subjects should be determined by orders of the Secretary of State in Council and should not be incorporated in the Devolution Rules. The rules framed by the Secretary of State in Council in this behalf are contained in the Audit resolution, which defines the classes of expenditure on reserved provincial subjects which a Governor in Council may not sanction without the previous consent of the Secretary of State in Council and provides that when such sanction is necessary it must be obtained before the Legislative Council is asked to vote supply to meet the expenditure ; in other cases the resolution gives the Governor in Council full power to sanction expenditure upon

reserved provincial subjects. The cases in which the Secretary of State's sanction is necessary are—

(1) the creation of any new or the abolition of any existing permanent post, or the increase or reduction of the pay drawn by the incumbent of any permanent post, if the post, in either case is one which would ordinarily be held by a member of an All-India service ; or the increase or reduction of the cadre of an All-India service ;

(2) the creation of a permanent post on a maximum rate of pay exceeding Rs. 1,200 a month, or the increase of the maximum pay of a sanctioned permanent post to an amount exceeding Rs. 1,200 a month ;

(3) the creation of a temporary post on pay exceeding Rs. 4,000 a month, or the extension beyond a period of two years (or, in the case of a post for settlement operations, of five years) of a temporary post or deputation on pay exceeding Rs. 1,200 a month ;

Note.—If the holder of a temporary post created by the Governor in Council, the rupee pay of which does not exceed Rs. 3,000, would have drawn overseas pay in sterling if he had not been appointed to this post, the Governor in Council may permit the holder of that post to draw in addition to the rupee pay sanctioned for the post the overseas pay in sterling not exceeding the amount to which he would have been entitled had he not been appointed to the temporary post.

(4) the grant to any Government servant or to the family or other dependants of any deceased Government servant of an allowance, pension, or gratuity which is not admissible under rules made or for the time being in force under section 96-B of the Government of India Act, except in the following cases :—

(*a*) compassionate gratuities to the families of Government servants left in indigent circumstances, subject to such annual limit as the Secretary of State in Council may prescribe ; and

(*b*) pensions or gratuities to Government servants wounded or otherwise injured while employed in Government service or to the families of Government servants dying as the result of wounds or injuries sustained while employed in such service, granted in accordance with such rules as have been or may be laid down by the Secretary of State in Council in this behalf.

* * * *

(6) capital expenditure upon irrigation and navigation works, including docks and harbours, and upon projects for drainage, embankment and water-storage and the utilization of water-power, in any of the following cases, namely :—

(*a*) where the project concerned materially affects the interest of more than one local Government ;

(*b*) where the original estimate exceeds 50 lakhs of rupees ;

(*c*) where a revised estimate exceeds by 15 per cent an original estimate sanctioned by the Secretary of State in Council ; and

(*d*) where a further revised estimate is proposed, after one revised estimate has already been sanctioned by the Secretary of State in Council.

(7) A revision of permanent establishment involving additional establishment charges exceeding Rs. 5 lakhs a year ; provided that, if a resolution has been passed by the Legislative Council recommending an increase of establishment charges for this purpose, the sanction of the Secretary of State in Council shall not be required unless the expenditure so recommended exceeds Rs. 15 lakhs a year.

(8) To any increase of the contract, sumptuary or furniture grant of a Governor.

(9) (*a*) To any original work on the residences of a Governor of which work the estimated total cost exceeds Rs. 50,000 ;

(*b*) to a revised estimate for such a work exceeding by 5 per cent or by Rs. 10,000 whichever is less, the original estimate, if this was sanctioned by the Secretary of State in Council ; and

(*c*) to expenditure in any year in excess of Rs. 50,000 on all original works on the residences of a Governor.

The Governor-General in Council shall, if necessary, decide whether a charge falls under the head of original works.

(10) Any expenditure upon railway carriages or water-borne vessels specially reserved for the use of high officials, otherwise than in connexion with the maintenance of such carriages or vessels already set apart with the sanction of the Secretary of State in Council for the exclusive use of a Governor.

Every application for the sanction of the Secretary of State in Council shall be addressed to the Governor-General in Council, who shall, save as hereinafter provided, forward the same with his recommendations, and with such further explanations of the proposal as he may have seen fit to require from the local Government, to the Secretary of State in Council.

If the application relates—

(*a*) to the grant in an individual case of any increase in pay, or

(*b*) to the creation or extension of a temporary post,

the Governor-General in Council may, at his discretion, on behalf of the Secretary of State in Council, sanction the proposal, or may, and, if he dissents from the proposal, shall, forward the application with his recommendations, and with such further explanations of the proposal as he may have seen fit to require from the local Government, for the orders of the Secretary of State in Council.

24. With regard to expenditure on transferred subjects, a wider delegation has been made in Devolution Rule 27 which declares that—

(1) The local Government of a Governor's province shall not without the previous sanction of the Secretary of State in Council or of the Governor-General in Council, as the case may be, include any proposal for expenditure on a transferred subject in a demand for a grant, if such sanction is required by the provisions of Schedule III to these rules.

(2) Subject to the provisions of sub-rule (1), the local Government of a Governor's province shall have power to sanction expenditure on transferred subjects to the extent of any grant voted by the Legislative Council.

(3) The local Government of a Governor's province shall have power to sanction any expenditure on transferred subjects which relates to the heads enumerated in section 72-D (3) of the Act subject to the approval of the Secretary of State in Council (or of the Governor-General in Council) if any such approval is required by any rule for the time being in force. The terms of Schedule III to the Devolution Rules are as follows :—

(1) The previous sanction of the Secretary of State in Council is necessary—

(*a*) to the creation of any new or the abolition of any existing permanent post, or to the increase or reduction of the pay drawn by the incumbent of any permanent post, if the post in either case is one which would ordinarily be held by a member of an all-India service ; or to the increase or reduction of the cadre of an all-India service ;

(*b*) to the creation of a permanent post on a maximum rate of pay exceeding Rs. 1,200 a month (or in Burma Rs. 1,250 a month) or the increase of the maximum pay of a sanctioned permanent post to an amount exceeding Rs. 1,200 a month (or in Burma Rs. 1,250 a month) ;

(*c*) to the creation of a temporary post with pay exceeding Rs. 4,000 a month, or to the extension beyond a period of two years of a temporary post (or deputation) with pay exceeding Rs. 1,200 a month (or in Burma Rs. 1,250 a month). (If the holder of a temporary post created by the local Government, the rupee pay of which does not exceed Rs. 3,000 a month, would have drawn overseas pay in sterling had he not been appointed to this post, the local Government may permit the holder of that post to draw in addition to the rupee pay sanctioned for the post overseas pay in sterling not exceeding the amount to which he would have been entitled had he not been appointed to the temporary post) ;

(*d*) to the grant to any Government servant or to the family or other dependants of any deceased Government servant of an allowance, pension or gratuity which is not admissible under rules made or for the time being in force under section 96-B of the Act except in the following cases :—

(i) compassionate gratuities to the families of Government servants left in indigent circumstances subject to such annual limit as the Secretary of State in Council may prescribe ; and

(ii) pensions or gratuities to Government servants wounded or otherwise injured while employed in Government service or to the families of Government servants dying as the result of wounds or injuries sustained while employed in such service, granted in accordance with such rules as have been or may be laid down by the Secretary of State in Council in this behalf.

(2) (*a*) Every application for the sanction of the Secretary of State in Council required by paragraph 1 shall be addressed to the Governor-General in Council, who shall, save as hereinafter provided, forward the same with his recommendations, and with such further explanations of the proposal as he may have seen fit to require from the local Government, to the Secretary of State in Council.

(*b*) If the application relates to—

(i) the grant in an individual case of any increase of pay ;

(ii) the creation (or extension) of a temporary post, the Governor-General in Council may, at his discretion, on behalf of the Secretary of State in Council, sanction the proposal, or may, and if he dissents from the proposal, shall forward the application with his recommendations, and with such further explanations of the proposal as he may have seen fit to require from the local Government, for the orders of the Secretary of State in Council.

25. No case has been quoted in which these provisions have caused serious inconvenience or delay either in the case of reserved or transferred subjects. Nor has there been a case in which the Secretary of State has refused sanction to a proposal of the local Government.

26. The Devolution Rules give priority to the following charges upon the revenues of the local Government :—

(*a*) contributions to the Central Government (Rule 20 of the Devolution Rules),

(*b*) interest on loans and advances received from the Government of India and the repayment of the principal of the old Provincial Loan Account (Rule 26 of the Devolution Rules),

(*c*) amount to be set apart annually for insurance against famine (Schedule IV to the Devolution Rules).

(*a*) *Contribution to the Central Government.*—As has been pointed out the payment of the contribution involved during the first four years a series of deficits, increase in taxation and retrenchment in expenditure.

(*b*) *Interest on loans and advances from the Central Government and repayment of the old Provincial Loan Account.*—In regard to the repayment of the annual instalment of 9½ lakhs towards the old Provincial Loan Account, the amount was met from loan funds during the years 1921–22 to 1923–24. During the first two years this debit was immaterial, as if the repayment had not been charged to loans, the amounts borrowed on account of deficits would have been greater than they actually were.

(*c*) *Annual assignment towards the Famine Insurance Fund.*—Under Schedule IV to the Devolution Rules, the local Government has to set apart every year a sum of 6·61 lakhs for expenditure on relief of, and insurance against, famine. The amounts not spent on relief works or works for the prevention of

famine should be transferred at the end of the year to the Famine Insurance Fund. It is open to the local Government to suspend temporarily the provision of the annual assignment when the accumulated total of the Famine Insurance Fund is not less than six times the amount of the annual assignment. During the year 1921–22 expenditure on famine relief exceeded the annual assignment, the actual expenditure being Rs. 10·67 lakhs. During the years 1922–23 to 1924–25 a total sum of Rs. 16·44 lakhs was transferred from the revenues to the Famine Insurance Fund. If the payment had not been compulsory, the deficits during the years 1922–23 and 1924–25 would have been smaller.

27. Devolution Rule 21 gives the Governor-General power to require the local Government to regulate its programme of expenditure so as not to reduce its balance on a specified date or dates below a stated figure. This power has never been exercised.

2. ADMINISTRATIVE.

(1) The Secretary of State.

Under section 2 (2) of the Government of India Act the Secretary of State has power to superintend, direct and control all acts, operations and concerns which relate to the government or revenues of India. Under section 19-A of the Act, he may by rule regulate and restrict these powers; and under this section he has by rule limited the exercise of his powers in relation to transferred subjects to the following cases:—

(1) To safeguard the administration of central subjects;

(2) to decide questions arising between two provinces in cases where the provinces concerned fail to arrive at an agreement;

(3) to safeguard Imperial interests;

(4) to determine the position of the Government of India in respect of questions arising between India and other parts of the British Empire; and

(5) to safeguard the due exercise and performance of any powers and duties possessed by or imposed on the Secretary of State or the Secretary of State in Council, under or in connexion with or for the purposes of the following provisions of the Act, namely, section 29-A (which deals with the appointment of the High Commissioner for India), section 30 (1) (*a*) (empowering local Governments to borrow), Part VII-A (dealing with the Civil Services in India), or of any rules made by or with the sanction of the Secretary of State in Council.

In regard to reserved subjects, there has been no such statutory divestment of control.

2. Instances of the manner in which the Secretary of State has exercised these powers are given in the following paragraphs:—

A. *Transferred Subjects.*

All India Services.

(*a*) *The Indian Medical Service.*—Under Devolution Rule 12, the Secretary of State in Council is empowered to prescribe the

number of I.M.S. officers to be employed by a local Government, the appointments in which they are to be employed, and the terms and conditions of their service. Under this rule, the Secretary of State has sanctioned the following scheme :—

The Indian Medical Service constituted on the same broad lines as at present will be retained, primarily to meet the needs of the Indian Army. In order to maintain the necessary minimum war service of Military Medical officers, and to provide European medical attendance for European officers of the Superior Civil Services and their families, local Governments will be required to employ a stated number of Indian Medical Service officers. The Government of India will draw on the same service to meet the requirements of the civil administration for which they are responsible.

It has been calculated on as precise a basis as possible that the war reserve to be employed by the civil side should consist of 134 British and 66 Indian officers. The larger number of British officers is due to the fact that British officers cannot be recruited in India in any emergency from the ranks of private practitioners.

The other factor which enters into the reckoning is the need for making adequate arrangement for medical attendance on the British personnel of the Superior Civil Services and their families and for the requirements of the civil administration for which the Central Government are responsible. This factor includes the provision of a number of appointments, hereafter termed "residuary," the incumbents of which must be retained permanently in civil employ so as to ensure continuance of a skeleton staff to cope with the medical requirements of the Civil Government, whether for the purpose of treatment or of administration and who cannot, therefore, be treated as part of the War Reserve.

Working on these data, the total number of Indian Medical Service officers required for civil employ is calculated at 302. The details are given below :—

(i) War Reserve	200
(ii) For "residuary" posts in provinces	46
(iii) Requirements of the Foreign and Political department	17
(iv) Jails	8
(v) Special posts under the Government of India	14
(vi) Port Health officers, Bombay and Aden ...	2
(vii) Reserve of 5 per cent as allowance for officers who would not be available on mobilization owing to illness	15
Total ...	302

[The figures shown against (ii), (iii), (iv), (v) and (vi) represent "residuary" posts.] Of the total of 302, 212 will be Europeans and 90 Indians.

To provide employment for 302 officers, 237 posts are required. The remaining 65 officers will constitute the leave and study leave reserve calculated at 27½ per cent. Of the 237 posts, 59 are available under the Government of India, including posts in the Foreign and Political department and 178 posts will be provided in the provinces. One hundred and twelve of the 178 posts primarily represent the requirements of the Civil Services in the matter of European medical attendance and must be held by British officers. This estimate of the medical requirements of European members of the Superior Civil Service and their families is based on data which will change from year to year, as the proportion of European to Indian Civil officers gradually diminishes. It will, therefore, be subject to periodical scrutiny and, if necessary, revision. The remaining 66 posts will be open either to Europeans or Indians. Twenty-eight out of the 59 appointments under the Government of India will similarly be open to officers of either race. Lists of (*a*) posts in Madras to be reserved for the Indian Medical Service and (*b*) reserved posts for which Indian officers of the Service will be eligible either equally with European officers, or exclusively, are printed as annexures I and II.

Under regulations framed by the Secretary of State in Council in 1923 under rule 12 of the Devolution Rules, 268 appointments are at present reserved for the Indian Medical Service in the provinces. The new scheme, which reserves only 178 posts for them will gradually release 90 posts for the Provincial Medical Services. It represents the maximum which with the need for providing economical employment in peace with the obligation to provide European doctors for the European personnel of the Superior Services.

The adoption of the new list of reserved posts will leave on the civil side a surplus of Indian Medical Service officers who are now holding appointments which are at present reserved for the Service. The existing rights of these officers will be fully preserved and prospects equivalent to these afforded by the present list of reserved posts will be retained for them. These prospects will be allowed to diminish only *pari passu* with the absorption of the surplus which will exist until the number of Indian Medical Service officers now in civil employ is equal to the number of posts reserved for them in the new list. The detailed measures required to safeguard the prospects of Indian Medical Service officers already in civil employ are now being worked out.

In the interests of the Army, the local Governments and of officers themselves, the following rules will come into force forthwith as an integral portion of the scheme :—

(1) Liability to serve on either the civil or military side will be definite condition of service for all future entrants to the Indian Medical Service.

(2) No officer will be transferred to civil employment without the consent of the Government of India and the local Government.

(3) An officer transferred to civil employment will not ordinarily be liable to be recalled to military employment (except on general or partial mobilization) without the consent of the local Government, but the Government of India will retain the power to recall an officer against the wishes of a local Government in very exceptional cases of absolute necessity.

(4) A local Government will not be at liberty to return to military employment an officer transferred to civil employment without the consent of the Government of India.

(5) All officers in civil employment (including those now in the service), about a year before the date on which they are expected to be due for promotion to the rank of Colonel, will be required to state whether they wish to return to military employment in order that they may be considered for promotion to administrative rank.

(6) Those officers who elect to return to military employment will be recalled and employed in a position suitable to their rank without, however, any guarantee of eventual promotion.

(7) The case of each officer will then be considered on its merits when his name comes up for promotion and (*a*) those considered suitable for military promotion will be retained on the military side until promoted to administrative rank, after which they would not normally revert to civil employment, while (*b*) those not considered suitable for promotion will normally revert to civil employment or, subject to the approval of the Military authorities, be given the option of remaining in military employment in the rank of Lieutenant-Colonel until retirement.

(8) Those who do not elect to return to military employment will either (*a*) sever their connexion with the Indian Medical Service and become members of the Provincial Medical Service on such terms as may be mutually agreed upon between themselves and the local Government in which case they will cease to belong to the War Reserve, or (*b*) will continue to belong to the Indian Medical Service, in which case they will be eligible for further promotion on the civil side and will continue to belong to the War Reserve, provided that they do not hold residuary appointment; also they will be eligible to receive promotion in military rank, as at present, on the basis of the civil administrative posts which they hold.

(9) An officer who desires permanent civil employment, but does not succeed in obtaining it, will be guaranteed employment in the Military Medical Services, unless he is unfit for active service or there is some other equally valid impediment to his being employed on military duties.

ANNEXURE I.

Civil appointments for Indian Medical Service.

Statement showing civil appointments to be reserved for officers of the Indian Medical Service.

Madras.

*1	Inspector-General of Prisons.
4	Superintendents of Central Jails.
1	Surgeon to His Excellency the Governor.
*1	First Surgeon in the General Hospital, Madras, and Professor of Surgery, Medical College, Madras.
*1	First Physician in the General Hospital, and Professor of Medicine, Medical College, Madras.
*1	Superintendent, Woman and Children's Hospital, Madras, and Professor of Midwifery, Medical College, Madras.
1	Assistant Director of Public Health.
1	Director, Pasteur Institute, Coonoor.
†12	District Medical and Sanitary Officers, Malabar, Madura, Coimbatore, Bellary, the Nilgiris, Tanjore, Vizagapatam, North Arcot, Coonoor, Nellore or Guntur, Trichinopoly and one unspecified.
23	

Incumbents of posts marked with an asterisk (*) are not liable to be recalled on mobilisation. Of the posts marked (†) only ten are liable to be recalled on mobilisation.

ANNEXURE II.

The following reserved posts will be open to Indian officers of the Indian Medical Service on the civil side:—

(1) Sixteen civil surgeoncies (2 in Madras, 2 in Bombay, 3 in Bengal, 3 in the United Provinces and 5 in Burma).

(2) Six Public Health department appointments (one each in Madras, Bombay, Punjab, Burma, Bihar and Orissa and the Central Provinces).

(3) Two Directorships of Pasteur Institute at Coonoor and Rangoon.

(4) One appointment of Surgeon to His Excellency the Governor of Madras.

(5) Thirty-six jail appointments (including the post of Inspector-General of Prisons in all the provinces except Assam).

The powers conferred by this Devolution Rule have occasioned a good deal of correspondence in the course of which the Secretary of State has made such decisions as, e.g., that the local Government should not have the power to set off appointments reserved for the I.M.S. against appointments not so reserved. The

Secretary of State also demurred to the local Government's proposals for the abolition or reduction of some of the allowances given to I.M.S. officers, though in two specific cases he has sanctioned the withdrawal of allowances; and it was at the instance of the Secretary of State that in 1926 effect was given to the recommendations of the Lee Commission regarding facilities for European medical officers to attend on European Government servants.

(*b*) *Indian Educational Service.*—In 1926 the Secretary of State declared that no reduction in the number or alterations in the character of posts at present borne on the cadre of the All-India Services can be made without the sanction of the Secretary of State, and that sanction he will be prepared to give only when satisfied that its effect will be to leave the remaining members of the All-India Services affected in no worse position as regards prospects than they would have been if recruitment for the service had not ceased.

The Secretary of State has further decided that the rule restricting selection grade posts to a percentage of the strength of the provincial cadres of the All-India Services in question should now be abolished, and that no reduction in the number of selection grade posts, which were in existence on the 9th March 1926 should be made until the number of members of the services concerned who are qualified in all respects for promotion or appointment to them is less than the number of such posts.

B. Reserved Subjects.

(1) *Police.*—(*a*) The Secretary of State has insisted on his prior sanction being obtained for the permanent promotion of a police officer from the Provincial Service to the Indian Police Service. This sanction has been obtained in six cases since 1921.

(*b*) The Secretary of State under the Premature Retirement Rules has in one case refused to permit an officer of the Indian Police service to retire on proportionate pension.

(2) *Revenue.*—The Secretary of State has prescribed conditions regulating the transfer of State land and buildings between the Central and Provincial Governments. Under section 30 (1) of the Government of India Act he has imposed a restriction on the powers of the local Government to sell land within the limits of their jurisdiction, by prescribing that it is not competent for the local Government to sell to a third party or otherwise dispose of land situated within the limits of this Government, which is in the occupation of the Central Government, save in accordance with these conditions.

(3) *Finance.*—Reference has been made in describing the Financial Relations between the local Government and the Government of India to the general control over the expenditure of the revenues of India, which is by section 21 of the Government of

India Act vested in the Secretary of State in Council. Certain details of financial administration which have been the subject of orders of the Secretary of State deserve mention here—

(*a*) *Remissions of revenue.*—In 1926 the Secretary of State laid down the following general principles:—

(i) No difficulty arises in connection with the abandonment of revenue by express statutory provision or by action taken under the statutory authority;

(ii) In regard to cases which involve a writing off of claims against individuals rather than a general remission, for instance—

(1) the remission of land revenue in times of scarcity; and

(2) the non-prosecution of income-tax demands when recovery is, for various reasons, difficult or impossible,

it is desirable that the Provincial Government sholud continue to exercise unrestricted powers, but the power to remit or write off claims of this character should be subject to the observance of the broad rule that the abandonment of revenue should ordinarily be regarded as a matter for decision in principle by the Finance department;

(iii) In regard to questions other than those dealt with in (i) and (ii), above any measure resulting in an abandonment of revenue in which an important question of policy is involved should be referred to the Secretary of State in Council for previous sanction.

Subsequently, the Government of India pointed out to the Secretary of State—

(1) that his ruling was inapplicable to remissions of revenue accruing in respect of transferred subjects in view of the fact that, as the abandonment of revenue is not expressly mentioned in the rules made under section 19-A of the Government of India Act, it would seem to follow that the Secretary of State has, in relation to transferred subjects, divested himself of the powers to control such abandonment of revenue;

(2) that the functions of the Finance departments of Provincial Governments as laid down in Part III of the Devolution Rules are restricted, in relation to transferred subjects, to the giving of advice and there is no provision in any of those rules for the imposition of the will of Finance Member upon a Minister in relation to a transferred subject;

(3) that the words "for which credit has been taken in the budget" should be omitted in rule 43 of the Devolution Rules which stood as follows:—

"No proposal involving an abandonment of revenue (for which credit has been taken in the budget) or involving expenditure for which provision has been made in the budget, shall be submitted for consideration of the local Government or the Legislative Council . . . without a previous reference to the Finance department."

The Secretary of State accepted the views of the Government of India.

(*b*) *Contributions for Central revenues in aid of Provincial subjects and vice versa.*—In June 1926, the Government of India pointed out to the Secretary of State that expenditure was being incurred by the Central Government on certain provincial subjects and *vice versa* and that the procedure was not *ultra vires* of the Act.

To place the matter on a legal basis, the Government of India suggested the following addition to the Devolution Rules:—

"*Rule* 48-*A*.—Nothing in these rules shall be deemed to prohibit—

(1) expenditure from central revenues on a provincial subject with the object of conferring any benefit on British India generally or of securing or aiding the proper administration of a central subject; or

(2) expenditure from the provincial revenues of any province on a central subject with the object of conferring any benefit on the province . . . "

The Secretary of State, however, decided to leave the matter in its present indeterminate condition until the Statutory Commission can examine and remedy it, on the understanding that meanwhile no addition will be made without his previous consent to the list of objects which, being classified as central or provincial, as the case may be, are in receipt of subventions from provincial or central revenues.

(*c*) *Budget Estimates.*—The Secretary of State has required the Government of India to obtain from the provincial Governments and to forward to him with their comments, reports showing the action taken on the budget in the Provincial Councils and subsequently by the Government of India under the provisions of section 72-D of the Government of India Act, together with statements showing the original budget estimates as presented to the Council and the estimates as finally passed by it. In his Despatch No. 55, dated 11th August 1921, in which he asked for the information, the Secretary of State made the following remark:—

" . . . in making this request I am not actuated by any desire to intervene in the spheres of administration entrusted to the provincial Governments and the provincial legislatures. But as the success of the new constitutional changes hinges so closely on finance, it is desirable that I should be kept in touch with developments in each province and should be possessed of the means of informing Parliament, if necessary, of the salient facts from year to year. The report should also prove of value to the Statutory Commission which will be appointed in 1929 under section 84-A of the Government of India Act."

C. The Services.

Under section 96-B (2) of the Government of India Act the Secretary of State in Council may make rules regulating the classification of the civil services in India, the methods of their recruitment, their conditions of service, pay and allowances, and discipline and conduct. Such rules may, to such extent and in respect of such matters as may be prescribed, delegate the power of making rules to the Governor-General in Council or to local Governments, or authorize the Indian legislature or local legislatures to make laws regulating the public services :

Provided that every person appointed before the commencement of the Government of India Act, 1919, by the Secretary of State in Council to the civil service of the Crown in India shall retain all his existing or accruing rights, or shall receive such compensation for the loss of any of them as the Secretary of State in Council may consider just and equitable.

In the exercise of these powers the Secretary of State has made the following rules :—

(1) Rules regarding the classification, recruitment and control of officers under the administrative control of a local Government.

(2) Civil Services (Governors' Provinces) Delegation Rules, 1926, by which the power to make rules regulating the method of recruitment to provincial services, subordinate services and special posts is delegated to the local Governments of Governors' provinces, as also the power to make rules regulating the conditions of service, pay, allowances, and pensions of provincial and subordinate services and of officers holding special posts.

(3) The Superior Civil Services (Revision of Pay, Passage and Pension) Rules, 1924, which give effect to the recommendations of the Lee Commission.

(4) Rules regarding premature retirement on proportionate pension.

(2) The Government of India.

3. Under section 33 of the Government of India Act, the superintendence, direction and control of the Civil and Military Government of India is vested in the Governor-General in Council. Under section 45 (1) every local Government is required to obey the orders of the Governor-General in Council . . . and is under his superintendence, direction and control in all matters relating to the government of its province; and under section 45-A (3) these powers of superintendence, direction and control shall in relation to transferred subjects be exercised only for such purposes as may be specified in rules made under the Act.

Rule 49 of the Devolution Rules declares that the powers of superintendence, direction and control over the local Government of a Governor's province vested in the Governor-General in Council shall, in relation to transferred subjects, be exercised only for the following purposes :—

(1) to safeguard the administration of central subjects ;

(2) to decide questions arising between two provinces in cases where the provinces concerned fail to arrive at an agreement ; and

(3) to safeguard the due exercise and performance of any powers and duties possessed by or imposed on the Governor-General in Council, under or in connection with or for the purposes of the following provisions of the Act, namely, section 29-A (which deals with the appointment of the High Commissioner for India), section 30 (1) (*a*) (empowering local Governments to borrow), Part VII-A (dealing with the Civil Services in India) or of any rules made by or with the sanction of the Governor-General in Council.

In regard to reserved subjects, there has been no such statutory divestment of control over local Governments.

4. Instances of the exercise of this control in the administration of reserved and transferred subjects are given in the following paragraphs :—

A.—Reserved Subjects.

1. *Police.*—(*a*) The Government of India have laid down that the promotion of officers of the Provincial Service to officiate in the Indian Police Service in excess of the number of superior posts reserved for the Provincial Service must be reported to them for orders. Since 1921 such orders have been obtained in ten cases.

(*b*) In 1924 the Government of India were asked to obtain the Secretary of State's sanction to terminate the probation of an officer of the Indian Police Service. The Government of India on the contrary extended the officers' probation.

(*c*) In 1923 when His Excellency the Viceroy visited Madras considerable sums of money were spent by the railway companies on measures necessary for his protection. The local Government claimed that this expenditure if not chargeable to the railway companies should be borne by the Central Government since it was incurred under the orders of the Central Government and 'Railways' are a central subject. The Government of India, however, insisted that all arrangements for the protection of the Viceroy are police arrangements and that their cost must be borne by the provincial Government. The matter was referred for decision to the Secretary of State, who decided that all ordinary expenditure incurred on the protection of the Viceroy is a legitimate charge on provincial revenues, but that the greater part of the charges in this particular case were of an extraordinary nature and should therefore be borne by the Central Government.

2. *Finance.*—(*a*) *The Public Accounts Committee.*—In 1926 the Government of India intimated that they regarded the establishment of correct relations between the Provincial Public Accounts Committees and the executive authorities as a matter of sufficiently grave importance to justify the use of their powers of superintendence, direction and control; and they indicated the lines upon which in their opinion the committees should be encouraged and assisted to develop.

(*b*) *Budget Estimates.*—The Government of India have asked for returns showing the opening and closing balances, revenue, expenditure and details of capital and debt heads to be furnished to them periodically on the 10th December, 15th January, 12th February and 18th March and in April. The returns up to 18th March are required by the Government of India for purposes of their ways and means and are not necessarily restrictions on the exercise by the local Government of the power to frame their budgets and the return in April is for the information of the Secretary of State.

3. *Revenue.*—(*a*) *The Madras Irrigation Bill of* 1924, as passed by the Legislative Council, contained the following two clauses :—

"46. (3) The rates at which cess shall be levied under this section shall from time to time be fixed by an Act of the local legislature and till such Act is passed the cess shall be levied as at the date of the passing of this Act.

"111. (1) The local Government may from time to time, with the approval of the Legislative Council, make rules for the purpose of carrying out the provisions of this Act and alter or cancel any rules so made."

The Madras Government were inclined to accept both clauses giving power to the legislature to fix the rate of water cess and power to make rules under the Act; but the Government of India were opposed to both proposals and insisted on their being modified.

(*b*) *The Draft Land Revenue and Settlement Bill*, 1926, contained sections 16 (1) and 33 (1), the terms of which were identical except that section 16 (1) referred to original settlements and section 33 (1) to resettlements. The sections ran as follows :—

"16. (1) After the expiration of the period specified in clause 15 the Government may after considering the information collected by the Settlement Officer, the remarks of the Collector and of the Board of Revenue, and such public criticisms as may be made on the scheme framed by the Settlement Officer introduce in the Legislative Council a Bill specifying the money rates of assessment proposed for the various classes of land and the term of settlement.

"33. (1) After the expiration of the period of two months, the Government may after considering the information collected by the Settlement Officer, the remarks of the Collector and of the Board of Revenue and such public criticisms as may be made on the

scheme framed by the Settlement Officer introduce in the Legislative Council a Bill specifying the money rates of assessment proposed for the various classes of land and the term of the resettlement."

The Madras Government thus proposed to give to the Legislative Council the right to fix by means of a Taxation Bill the money rates of assessment whether at an initial settlement or at a resettlement. The Government of India were opposed to this power being given to the local legislature ; and the Bill as revised in accordance with their instructions has been published but not introduced.

B.—Transferred Subjects.

1. *Medical.*—(*a*) *Nurses and Midwives' Bill.*—This Bill was passed by the local Legislative Council in 1926, but the Government of India refused to sanction a section which provided that rules made under the Bill should not come into force until approved by a resolution of the Legislative Council and on such approval should be published and have effect. The local Government agreed to omit this clause, whereupon the Government of India sanctioned the Bill. Further reference is made to this general question in discussing the control exercised by the Government of India over the local legislature.

(*b*) It was at the instance of the Government of India that the local Government in 1921 laid down conditions under which the Surgeon-General should be allowed access to the documents of the local Government.

(*c*) *Appointment of Surgeon-General.*—In May 1923, the local Government received intimation that in future the post of Surgeon-General would be filled by nomination by the Governor-General. Before that date the Governor in Council had nominated to the Government of India the officer whom he considered best qualified. The local Government made a strong protest against the change of procedure ; but were overruled by the Government of India, who however agreed to let the local Government make a selection from three names suggested to them by the Government of India or to put forward the name of any other candidate. And this was the procedure actually adopted when the post of Surgeon-General became vacant in 1926. These orders have of course been superseded by the recent pronouncement of the Government of India (see pages 98 to 100 above) which withdraws the post of Surgeon-General from the list of posts reserved for officers of the I.M.S.

(*d*) *Appointment of a non-I.M.S. Officer to a post reserved for the I.M.S.*—In 1924 the Government of India took exception to such an appointment and asked that an I.M.S. officer should be appointed to the post as soon as such an officer became available.

(*e*) *Alteration in the list of posts reserved for the I.M.S.*—In 1925, the Government of India resisted a request that the list might be revised, and urged that the consideration of the matter be deferred pending examination of the whole scheme as a result of

the recommendations of the Lee Commission. The final decision of the Government of India has recently been announced (see pages 98 to 100 above).

2. *Public Works.—Memorial of certain Assistant Engineers discharged from service.*—In 1923, as a result of retrenchment, 17 Assistant Engineers of the Madras Engineering Service were discharged. They memorialised the Government of India; and though their memorials were "representations against an order against which, under the appeal rules published by the Secretary of State in Council under section 96-B (2) of the Government of India Act, no appeal lay", the Government of India took up their case and made a reference to the Secretary of State on which orders are still awaited.

3. LEGISLATIVE.

Control exercised by the Government of India.

The powers of the local legislature are prescribed in section 80-A of the Government of India Act. By clause (1) it is empowered to make laws for the peace and good government of the territories constituting the province; and by clause (2) it is empowered to repeal or alter for the province any law made by any other authority in British India. But clause (3) places limits upon these powers, by requiring the previous sanction of the Governor-General in the case (1) of taxation other than that exempted by the Scheduled Taxes Rules, (2) of matters which have been declared by the rules to be the concern of the Central Government or legislature, and (3) of matters which by law or by statutory rules are made subject to previous sanction; and under clause (4) no local legislature may make a law which affects any Act of Parliament. The Local Legislatures (Previous Sanction) Rules framed under this section contain a list of 68 Acts of general application which may not be amended without previous sanction of the Governor-General. Further a Bill passed by a provincial Legislative Council does not become an Act until it has received the assent of the Governor [section 81 (1) and (2)] and an Act has no validity until it has received the assent of the Governor-General [section 81 (3)]. And under section 81-A (1) the Governor may not only assent to or withhold assent from a Bill, or return it to the Council for reconsideration in whole or in part; he may also, and in the cases prescribed under rule 2 of the Reservation of Bills Rules, he shall reserve the Bill for the consideration of the Governor-General. And when a Bill is so reserved, the Governor-General may either assent to or withhold his assent from it, or he may reserve it for the signification of His Majesty's pleasure; and in this case it has no validity until His Majesty in Council has signified his assent. Finally even when the Governor-General has assented to a Bill, section 82 (1) empowers His Majesty in Council to disallow it. The intervention of the central legislature in provincial matters is restrained by the provisions of section 67 (2) which requires that the previous sanction of the Governor-General be obtained to the introduction of a measure dealing with such provincial matters as have not been declared to be subject to legislation by the Indian legislature.

2. Thus the relations between the Government of India and the local Government in the legislative sphere can best be illustrated by a study of

(1) the cases in which the Governor-General has given previous sanction to the introduction in the Indian legislature of measures regulating provincial matters,

(2) the cases in which the previous sanction of the Governor-General has been sought for the introduction into the local Council of measures for which previous sanction is necessary either under section 80-A (3) or under the Local Legislature (Previous Sanction) Rules, with any cases in which sanction applied for has been refused,

(3) any cases in which the Governor-General has withheld his assent to an Act of the local legislature [section 81 (4)],

(4) any cases in which a Bill has been reserved for the Governor-General's consideration, with particulars of the action which followed such reservation,

(5) and finally any cases in which His Majesty in Council has disallowed an Act.

3. It may be said at the outset that there has been no case in which

(1) the Governor-General has given previous sanction to the introduction in the Indian legislature of a measure regulating a provincial subject the administration of which has by the Devolution Rules been entrusted to the Provincial Government of Madras ;

(2) the Governor-General has withheld his assent to an Act of the Madras legislature ; and

(3) His Majesty in Council has disallowed an Act of the Madras legislature.

4. Application has frequently been made for the previous sanction of the Governor-General for the introduction of measures in the Madras Legislative Council :—

				Bills.
In 1921	application was made	with regard to	...	2
,, 1922	do.	do.	...	10
,, 1923	do.	do.	...	6
,, 1924	do.	do.	...	12
,, 1925	do.	do.	...	13
,, 1926	do.	do.	...	15
,, 1927	do.	do.	...	20
,, 1928	do.	do.	(up to date) ...	5
				83

Of these 83 Bills sanction was accorded in the case of 58, refused in the case of 11, and considered unnecessary in the case of 7. Of the remaining 7 applications, 3 were dropped as the result of discussion with the Government of India, 1 was withdrawn on further

consideration by the Government of Madras, 2 were dropped as the Legislative Council refused leave to introduce, and 1 is still being considered by the Government of India.

5. In the great majority of cases the Governor-General's previous sanction is necessary because the Bill proposes to regulate a central subject, such as Civil or Criminal Law or Procedure ; but there have also been cases in which sanction was necessary because the Bill either

(1) authorised the imposition of a new tax (e.g., the Local Authorities Entertainments Tax Bill, 1924) or

(2) regulated a provincial subject declared by rule to be subject to Indian legislation (e.g., the Irrigation Bills of 1922 and 1924, the Madras Village Courts Amendment Bill, 1926 and the Children Act Amendment Bill, 1928), or

(3) altered a law which is declared by rule to be a law which cannot be altered by a local legislature without previous sanction (e.g., the Malabar Tenancy Bill, 1924, and Tuticorin Port Trust Bill, 1923).

6. The following are the 11 cases in which sanction was refused with the grounds for refusal stated in each case :—

Name of the Bill.	Year.	Reasons.
1. The Madras Local and Special Officers Bill.	1925	The Government of Madras recommended refusal of sanction as the Bill was calculated to form a weapon to defeat the ends of justice and their recommendation was accepted.
2. The Madras Out-ports Landing and Shipping Fees Act Amendment Bill.	1926	The Government of Madras recommended refusal of sanction on the ground that the Government of India had appointed an Advisory Committee for the Vizagapatam harbour which is a major port and the administration of which is therefore a central subject. In refusing sanction the Government of India informed the author of the Bill that a Bill which expressly excluded Vizagapatam would not require previous sanction.
3. The Madras Local Boards Act and the District Municipalities Act Amendment Bill.	1926	The Madras Government recommended refusal of sanction on the ground that the Bill favoured one community alone and sought to regulate questions of All-India importance. The recommendations were accepted.
4. The District Municipalities Act Amendment Bill.	1926	Sanction was necessary as the Bill created new offences punishable by imprisonment with or without fine. Under the pretext of economic measures the object of the Bill was really religious. The grounds on which the sanction was refused have not been stated.

Name of the Bill.	Year.	Reasons.
5. The Milch Cattle Species Preservation Bill.	1926	The Government of Madras recommended refusal of sanction on the ground that the Bill was likely to offend the religious susceptibilities of certain sects and this recommendation was accepted.
6. The Illiterates Attestation Bill.	1926	The Bill created new offences and added to the list of offences under the Indian Penal Code. Some clauses also laid down formalities regulating the criminal law. The Madras Government did not recommend the grant of sanction which was refused.
7. The Presidency Small Cause Courts Amendment Bill.	1927	Sanction was refused on the ground that the Bill provided for the conferment on the Small Cause Court of certain powers vested in the High Court; and this enactment was *ultra vires* of the local legislature.
8. The District Municipalities Act Amendment Bill.	1927	This Bill was practically identical with item 4 above and sanction was refused.
9. The Probation of Offenders Bill.	1927	The Madras Government considered it preferable that legislation on the lines contemplated in the Bill should be undertaken by the Government and not by a private member. Sanction was accordingly refused.
10. The Madras Civil Courts Act Amendment Bill.	1927	Sanction was accorded to the original Bill with the exception of one clause which was recast to meet the wishes of the Government of India. An amendment which required previous sanction as regulating a central subject and as altering the provisions of a law which under the rules cannot be altered without previous sanction was moved to one clause of the Bill. The Madras Government recommended refusal of sanction as the amendment raised controversial issues; and sanction was refused.
11. The Hindu Child Marriage Bill.	1928	Sanction was refused on the ground that an identical Bill was before the Assembly and until the course of events in the Indian legislature was known it was clearly undesirable that a provincial measures dealing with the same subject should be introduced in the local Council.

7. There has been a certain amount of correspondence with the Government of India regarding the principles to be observed in dealing with applications for the previous sanction to Bills which non-officials desire to introduce in local Legislative Councils. The chief point of this correspondence was that the Government of India expected and indeed required considerations other than those indicated in section 80-A (3) of the Government of India Act to be laid before them with every application for previous sanction to Bills.

8. Reference may also be made to two other matters which have formed the subject of correspondence with the Government of India. In their letter of January the 7th, 1928, they communicated their decision that "a Bill which repeals an Act regulating a central subject regulates that central subject and requires previous sanction equally with the Act which the Bill repeals"; this was at variance with a previous decision communicated in 1925. And in their letter of 4th February 1928 the Government of India indicated what they thought should be the attitude of local Governments towards provisions of law placing under the control of the Legislative Council the power of making Statutory Rules conferred on the Executive Government. The Government of India quoted two classes of these provisions—one from the Cotton Transport Act, 1923, section 8 of which declares that "no notification under section 3 or rule under section 7 shall be issued by the local Government of any Governor's province, unless it has been laid in draft before the Legislative Council of the province, and has been approved by a resolution of the Legislative Council either with or without modification or addition, but upon such approval being given the notification or rule, as the case may be, may be issued in the form in which it has been so approved", and the other from the Bombay City Municipalities Act, 1926, section 221 of which lays down that "all rules made by the Government or the Commissioner under this Act shall be laid on the table of the Bombay Legislative Council for one month previous to the next session thereof and shall be liable to be rescinded or modified by a resolution of the said Council tabled at its next session."

The Government of India point out that a provision of the first class has the effect of requiring the approval of the Legislative Council to rules made by the Executive before they can come into operation, but does not compel the Executive to put into operation rules approved by the Council but not approved by the Executive; and that such a provision may, when the Executive Government does not command a majority in the Legislative Council and the Council is unduly interfering, produce a deadlock, the rules as approved by the Legislative Council being so unworkable that the Executive cannot be a party to trying to operate them; while provisions of the second class authorise the local Legislative Council to take into consideration and amend rules made by the Executive after they have come into operation and thus compels the Executive to operate the rules as amended by the Council even though the Executive is strongly opposed to the rules as amended.

The Government of India point out that it may, especially when the subject of legislation is a transferred subject, be difficult for Government to resist a claim on the part of the Council to the assumption of powers of the first class; but they consider that in no circumstances should the local Government agree to the assignment to the Council of powers of the second class; and they proceed to express the view that where powers of this class have been assumed by the Council against the vote of the Government, the

Governor of the province should very seriously consider whether the efficient administration of the Act is of such importance that he should refuse his assent to the Bill on the ground that it places an intolerable restriction on the Executive. They add that the principal reason why provisions of the second class should always be opposed without compromise is that such provisions bar the exercise by the Governor as a part of the legislature of the powers allotted to him under the Government of India Act; for the Act confers upon the Governor the power of veto in respect of Bills relating either to transferred or reserved subjects. It also confers upon him powers of recommendation and certification in respect of Bills relating to a reserved subject; and it vests in him the power after a Bill has been passed of returning it to the Council for reconsideration. All these powers are, in effect, barred when the Legislative Council obtains with the assent of the Governor the power to settle finally the contents of the subsidiary legislation known as Statutory Rules and to compel the Executive to put into operation rules in the form settled by the Legislative Council.

9. The only other points which remain to be mentioned are the cases in which Bills have been reserved for the Governor-General's consideration. This procedure has been adopted only in the case of two Bills—

(1) The Madras Irrigation Bill which was passed by the Legislative Council on 5th February 1924 and was reserved by the Governor for the consideration of the Governor-General. Subsequently, however, with the consent of the Governor-General, the Governor returned the Bill to the Legislative Council with the recommendation that certain amendments be passed. These amendments came before the Council on 27th August 1926 when a motion for the adjournment of the consideration of the Bill was carried; and with the dissolution of the Council that year, the Bill finally lapsed.

(2) The validity of the Madras Religious Endowments Act, I of 1925, having been called in question in the Courts, the Government decided to enact another Bill with the object of validating all action taken and things done under the previous Act. The Governor reserved this validating Bill for the consideration of the Governor-General; and on the Governor-General's assent to it, it became Act II of 1927.

The Working of the System of Government

II.—The Sphere of the Provincial Government

THE SPHERE OF THE PROVINCIAL GOVERNMENT.

The Government of India Act, while maintaining intact the succession of the Secretary of State to all the powers of the Board of Directors and the Court of Proprietors and the vesting of all Indian revenues in the Crown, provides in section 45-A for the devolution by rules of administrative and financial authority upon Local Governments and in section 80-A for the exercise by Local Legislatures of legislative authority. Administrative devolution is effected by the classification of certain subjects as provincial and entrusting them to the care of Local Governments; financial devolution is effected by allocating certain revenues to Local Governments for the administration of the subjects classified as provincial; and legislative devolution is effected by distinguishing, through the same classification of subjects, those matters in which the local Legislative Councils can exercise the functions conferred upon them by the Act. These measures of devolution, while they give Local Governments and Legislative Councils a degree of independence and inherent power in the provincial sphere, are subject to two important limitations; in the first place they confer no juristic existence upon Local Governments; the Secretary of State in Council remains the only body corporate, and all suits by or against Government must be brought by or against him. And secondly they do not obscure the ultimate seat of sovereignty; Provincial Governments have authority only over those subjects which have been specifically classified as provincial; over subjects which have been classified as central they have no innate authority; and all subjects which have not been classified either as provincial or central are the concern of the Central Government alone; the residuum of power is with the Central Government until provision is made otherwise by rule. Part IV of the Devolution Rules however provides for the employment by the Central Government of the agency of Local Governments for the administration of central subjects. And further, with the object of introducing into Provincial Governments a degree of responsibility to the Legislature, the rules provide for the classification of certain of the provincial subjects as "Transferred," which subjects are to be administered by the Governor acting with Ministers responsible to the Legislative Council. All other provincial subjects are "Reserved," and are administered by the Governor in Council subject only to the powers of superintendence, direction, and control which vest in the Government of India and the Secretary of State. Section 52-A (2) of the Act provides for the notification of certain territories as "backward tracts" and for the application of the Act to such territories subject to exceptions and modifications. In the Presidency of Madras two territories have been so notified: (1) the

Laccadive Islands and Minicoy and (2) the Ganjam, Vizagapatam and Godavari Agencies. In both these tracts, all subjects are treated as "Reserved" and the powers of the Legislative Council have been limited. The sphere of the Provincial Government thus includes :

(1) Administration of central subjects as Agents of the Government of India.

(2) Administration of provincial subjects :

(*a*) Reserved.

(*b*) Transferred.

(3) Special provisions applicable only to the "backward tracts."

Central and Provincial Subjects.

2. The division of functions between the Central and Provincial Governments was made on principles laid down by the Committee on the Division of Functions in 1919, namely, that when extra-provincial interests predominate the subject is treated as central, while all subjects in which the interests of the province essentially predominate are provincial. Thus military matters, foreign affairs, tariff and customs, railways, posts and telegraphs, income-tax, currency, coinage and the public debt, commerce and shipping, the civil and criminal law, and other smaller subjects the administration of which cannot conveniently be localised are retained in the hands of the Central Government. The audit of provincial expenditure is a central subject. Though separate lists of central and provincial subjects have been framed, any matter not definitely specified as a provincial subject is treated as central, while the Governor-General in Council is authorised to declare as provincial any matter which though strictly a central subject is of a merely local and private nature in the province. Under this provision the Governor-General in Council has declared the following matters to be of a merely local nature within the province :—

(1) Matters relating to expenditure incurred out of public revenues on the tours or the personal staff or the household of the Governor.

(2) The grant to members of All-India Services subordinate to a Local Government of rewards for passing language examinations.

(3) Matters relating to the survey of minor air routes lying wholly within a single province and to the provision maintenance and management of flying services aerodromes and landing places for aircraft on such routes.

(4) (i) Provincial Gazetteers, (ii) Provincial Statistics and Provincial Statistical Memoirs and (iii) Preservation and Translation of Ancient Manuscripts.

(5) In every Province having a Legislative Council the preparation, publication and distribution of the Provincial Code.

(6) Expenditure incurred in the equipment of civil rallying posts in connection with the internal security scheme.

The more important of the provincial subjects are local self-government, medical and public health administration, education, public works and irrigation, land revenue and famine relief, agriculture, forests, excise, administration of justice, industries, police, jails, and minor ports. (Any doubt whether a subject is central or provincial is settled by decision of the Governor-General and his decision is final ; it cannot be called in question in a court.)

3. One of the criticisms levelled against the dyarchical form of Government established by the Act of 1919 is that the functions of Government are essentially unitary and are not susceptible of division. Where separation is attempted there will always be cases which overlap the dividing line whether it be the line which separates central from provincial subjects or that which in the provincial sphere divides reserved from transferred subjects. Instances of such overlapping of central and provincial subjects are given in the following paragraphs :—

(1) Expenditure incurred in connection with the stationing of troops in Perambur during the mill disturbances in 1921 was first debited to the military estimates. The military authorities claimed that it was a provincial charge and the Government of India to whom the question was referred declared under entry 51 in Part II of Schedule I to the Devolution Rules that it was a provincial charge.

(2) All charges on account of State prisoners, i.e., those confined not by a judicial order but by the order of the executive Government were at first debited to the central revenues. In 1923 the Government of India stated that they should be a provincial charge under article 39, Schedule I, Part II of the Devolution Rules. But the Madras Government demurred on the ground that the article quoted specifically excluded "State prisoners" and claimed that the expenditure should fall under item 46, Schedule I, Part I of the Devolution Rules, which was a central subject. The Government of India accepted this view. But later they made a distinction between prisoners confined under the Madras State Prisoners Regulation on the one hand and the Mappilla Outrages Act and the Ganjam and Vizagapatam Act on the other and Schedule I to the Devolution Rules was amended to make the former alone a charge on the central revenues.

(3) In connection with the expenditure incurred by railway companies in pursuance of the rules for the protection of the person of His Excellency the Viceroy during his tours, the Government of India held that the arrangements made by the railway companies were police arrangements and that "Police" being a provincial subject, the expenditure was "Provincial." But the Madras Government, while admitting that normal police expenditure during the Viceroy's tours was a provincial charge, were of the opinion that extra expenditure incurred through the medium of railway companies should be borne either by the companies themselves or by the Central Government as the subject "Railways" was a central subject. The Secretary of State held that the charge should be treated as "Provincial."

(4) *Item* (12) *in the list of Central subjects—Currency and coinage.*—It may be mentioned that though currency and coinage are central subjects, the allied subject of "Treasuries" is treated as a provincial subject. In 1921, the Auditor-General raised the question of the desirability of the assumption by the Indian Audit department of the work now undertaken by treasury officers. The proposal was eventually dropped as there was no near prospect of the Indian Audit department undertaking the control of treasuries. This Government also considered the question of claiming an assignment from the Government of India for work done in the treasuries on behalf of the Central Government, but this question was dropped as the Central Government were performing various services for which they did not charge the local Government.

(5) *Item* (15) *in the list of Central subjects—The Indian Audit department.*—The Indian Audit department is now entrusted both with audit work and with work relating to the maintenance of accounts. The entire charge is borne from central revenues. The question of the separation of "Accounts" from "Audit" and placing the former under the control of Provincial Governments was discussed by this Government with the Auditor-General during his visit to this Presidency in October last. The Auditor-General said that the experiment in the United Provinces had been an unqualified success and that he would like to see other Local Governments taking up the matter in advance of the Statutory Commission which he thought would undoubtedly require the separation of Accounts and Audit in all Provinces. The Madras Government however have decided not to move in the matter at present.

(6) *Item* (23) *in the list of Central subjects—Control of Petroleum and Explosives.*—Though the subject is classed as central, the receipts realised are credited to provincial funds and any expenditure is also met from provincial revenues. The question of crediting the receipts to central revenues and allowing the provinces a compensatory assignment from the Central Government for agency work done by them was discussed at the last Conference of Financial Representatives. The Conference, however, desired that "the present arrangements should continue until they were revised in connection with the new financial settlements, which would presumably be made as a result of the enquiry of the Statutory Commission."

(7) In 1922—25 a difficulty arose about the rights of the Central and the Local Governments in respect of Crown lands. "Disposal of Crown lands" was a provincial subject and "Immovable property acquired by and maintained at the cost of the Governor-General in Council" was a central subject. It was pointed out by this Government in 1924 that a strictly technical interpretation of the rules would lead to the conclusion that the Local Government were at liberty to sell even lands in the occupation of an Imperial department and thereby compel the Imperial

department either to vacate or to pay a fair rental for its occupation. Devolution Rules have now been altered as follows to make the position clear :—

Central subject.—"Immovable property in the possession of the Governor-General in Council."

Provincial subject.—"Colonisation and disposal (subject to any provisions or restrictions that may be prescribed by the Secretary of State in Council under section 30 of the Act) of Crown lands not in the possession of the Governor-General in Council and alienation of land revenue."

The Secretary of State has issued rules relating to the transfer of land between the Government of India and the Local Government. Even in regard to the rules as revised, there is one ambiguity. "Land Revenue Administration," including "The assessment and collection of Land Revenue" is a provincial subject. A question has been raised by the Central Government whether the Local Government are competent to levy land revenue when lands in the possession of the Government of India are leased or temporarily alienated by them for purposes unconnected with the effective discharge of the duty for the discharge of which the lands have come into the possession of the Government of India.

(8) In order to help the Army department to maintain an adequate reserve of military assistant surgeons, it was the practice of the Madras Government to employ a certain number of these officers in posts which would otherwise have been filled by civil assistant surgeons, though the system involved the Local Governments in extra expenditure. A claim put forward by the Local Government for the reimbursement of this additional expenditure was rejected by the Government of India who however offered to revert to military employ the three commissioned officers who were the chief cause of the additional cost to the Local Government. This however did not suit the Local Government and the practice was allowed to continue.

(9) The interpretation of article (5) (*a*) of Schedule I, Part I and 6 (*d*) of Schedule I, Part II of the Devolution Rules, has given rise to correspondence with the Government of India with the object of determining the precise powers of the Provincial Government in respect of light and feeder railways constructed at the charge of district boards. The conclusion reached was that the District Board Railways already constructed cannot be treated as provincial subjects, but that there was no objection to the Local Government introducing a Bill authorising the construction of a specified light railway and laying down the conditions of its working.

Administration of Central Subjects as Agents of the Government of India.

4. It is perhaps most convenient in considering these subjects to group them according to the department of the Secretariat which handles them:

A. *The Chief Secretariat deals with—*

(1) *Political charges* including—

(*a*) Political pensions and political duties performed by the Local Government on behalf of the Central Government. Expenditure on political pensions debitable to the head "44-A. Territorial and political pensions—Central" amounts to about 2½ lakhs of rupees a year. The Local Government have absolute powers of administration of political pensions subject to the following conditions :—

They may sanction—

(i) Reduced political pensions to heirs or other representatives of deceased pensioners in cases in which it is already authorised to do so.

(ii) A new political life pension up to a limit of Rs. 200 a year.

(iii) An increase in an existing political life pension if the pension is not thereby raised above Rs. 200 a year.

(iv) A political gratuity not exceeding Rs. 1,000 on condition that a gratuity and a pension are not granted to the same individual.

(v) Non-recurring expenditure not exceeding in any individual case Rs. 1,000 on behalf of a political pensioner, such as a grant towards funeral expenses, the provision of dowry for a daughter or travelling allowance on a duly authorised journey.

The powers of a Local Government to sanction expenditure on residences supplied at the cost of the State to political pensioners will be such as may be delegated to them by the Public Works department of the Government of India, with the previous consent of the Finance department.

Other political duties are administered through Collectors ; the expenditure which is just short of a lakh of rupees a year is debited to "29-A. Political—Political Agents—Central"; and the Government of India pay the Local Government Rs. 11,600 a year for work done on their behalf.

(*b*) *Political detenus from Indian States.*—(1) These are administered through the Magistrate of the district in which the detenu lives and no assignment is claimed from the Government of India for the work. There are at present two detenus and three relatives of deceased detenus for whom the Government of Madras is responsible.

(2) *Naturalization and aliens.*—These subjects are administered through District Magistrate, and in the City of Madras through the Commissioner of Police. Certificates of naturalization are granted under the British Nationality and Status of Aliens Act, 1914, and the Indian Naturalization Act, 1926. The fees collected are credited to the Central Government and no assignment is made by that Government for the work involved in the administration of the subjects.

(3) *Control of explosives and control of arms and ammunition.*—These are administered through District Magistrates and the Commissioner of Police. The fees realised under the Arms and Explosives Acts are credited to provincial revenues and the expenditure incurred is also met from provincial funds. The question of crediting the receipts under the Explosives Act to central revenues and allowing the Local Government to claim an assignment for the agency work done was discussed at the Conference of Financial Representatives held at Delhi in November 1927, and the conference recorded the conclusion that the provincial representatives desired that the present arrangements should continue until they were revised in connexion with the new financial settlements which would presumably be made as a result of the inquiry of the Statutory Commission.

(4) *State prisoners detained under Bengal State Prisoners Regulation*, 1818, *and the Madras State Prisoners Regulation*, 1819.—The charge is wholly debited to "29. Political—Central." Prisoners in jail are in charge of Jail Superintendents and those under *police* surveillance are in charge of District Magistrates or the Commissioner of Police. No assignment is obtained from the Government of India for the work done.

(5) *Lands occupied by railways in Indian States.*—The lands in Travancore and Cochin occupied by railways are for the purpose of administration of justice treated as part of Tinnevelly and Malabar districts respectively. The question of getting an assignment from the Government of India is under consideration. The Sandur and Pudukottai Darbars have ceded jurisdiction over railway lands in their States. It is proposed to treat them for the purpose of administration of justice as parts of Bellary and Trichinopoly districts respectively. The notifications of the Government of India approving this are awaited.

B. *The Finance Department deals with—*

(1) *Archæology and Epigraphy.*—Before the introduction of the Reforms in 1920 archæology was a provincial subject. Under the Reforms it became a central subject.

The agency of the Local Government is employed to the following extent in the administration of archæology :—

(*a*) Notifications declaring ancient monuments "protected" are issued by the Governor in Council after consulting the Director-General of Archæology in India, who is responsible for all archæological expenditure from central revenues as well as for direction of all the activities of the Archæological department.

(*b*) *Execution of works.*—The Director-General of Archæology places at the disposal of the Local Government the necessary funds for the conservation of protected monuments (the funds come from central revenues). The agency of the Madras Public Works department is utilised in carrying out the work of the conservation of these monuments.

The Superintendent, Archæological department, was till April 1927 subject to the administrative control of the Director-General of Archæology and the executive control of the Provincial Governments. The Government of India considered that this dual system of control was disadvantageous and therefore decided in April 1927 that Superintendents of Archæological Survey should be subject only to the control of the Director-General of Archæology.

The local officer in charge of "Epigraphy" is the Assistant Archæological Superintendent for Epigraphy. No control is now exercised by the Local Government.

(2) *Customs.*—Before the introduction of the Reforms, the Board of Revenue, Madras, was the chief Customs authority for the Madras Presidency, and the Local Government exercised certain powers vested in them by the Sea Customs Act. This position continued till the end of 1923 when the Government of India decided to place the administration of "Customs" under the control of the Central Board of Revenue. The powers of the chief Customs authority and the Local Government were taken over by the Government of India and the Local Government ceased to be concerned with the administration of "Customs Revenue".

The powers and duties of the chief Customs authority under sections 144, 147, 148 and 151 of the Sea Customs Act have, however, been delegated to the Local Government as they are needed in the administration of the excise revenue of the Local Government.

(3) *Ecclesiastical.*—Even before the introduction of the Reforms this subject was administered by the Local Government and the receipts and charges relating to it were recorded in the budget of the Government of India. No change was made in this procedure on the introduction of the Reforms and the subject is still administered by this Government as agents to the Government of India. The powers of the Local Government are subject to restrictions prescribed in the Government of India's Ecclesiastical Rules and in their Book of Financial Powers.

(4) *Income-tax.*—Before the Reforms income-tax work was done by the Land Revenue department of the Madras Government. In 1921 this Government submitted to the Government of India the outlines of a scheme for the creation of a self-contained Income-tax department in this Presidency and proposals for the experimental introduction of the scheme in three districts. The Government of India however asked for a more definite and complete scheme and this was furnished to them in November 1921. These proposals were sanctioned by the Government of India with the approval of the Secretary of State. After the passing of the Income-tax Act, 1922, the subject "Income-tax" has been taken over by the Central Board of Revenue which administers it through the Commissioner of Income-tax, Madras. The agency of the Local Government is now utilised only in the following matters :—

(*a*) *Appointment of Commissioner of Income-tax.*—The appointment is to be made by the Governor-General in Council

after considering any recommendation made by the Local Government under section 5 (3) of the Income-tax Act. A change in this section is under the consideration of the Government of India.

(*b*) *Assistant Commissioners of Income-tax.*—The appointments are made by the Commissioner subject to the control of the Governor-General in Council under section 5 (4) of the Income-tax Act. By executive order, the Governor-General has delegated his functions of control to Local Governments to the extent of rendering the appointment of an Assistant Commissioner subject to the approval of the Local Government. By the same order an Assistant Commissioner has an appeal to the Local Government against an order of dismissal or removal from service or withholding an increment of pay. Since January 1927, the following procedure has been adopted:—

The Commissioner of Income-tax consults the Local Government before nominating an officer for appointment as Assistant Commissioner. The Commissioner then submits his nomination (of the officer approved by the Local Government) to the Public Service Commissioner through the Central Board of Revenue. The appointment will ultimately be made by the Commissioner of Income-tax.

(*c*) *Income-tax officers.*—According to the present procedure the Commissioner consults the Local Government prior to the appointment of Income-tax officers. They have also a right of appeal to the Governor in Council against an order of dismissal, removal from office or stoppage of increment of pay passed by the Commissioner of Income-tax.

(5) *Salt.*—This subject was till 1924 administered by the Madras Government as a part of the combined "*Salt and Abkari* department." In 1923, this Government proposed that "*Salt*" should be separated from "Abkari," and that the former should be centralised. As it was not possible to carry out legislation on "Salt" immediately and as this Government were anxious to bring about an early separation of these two departments, the Government of India proposed that the two departments might be separated from the beginning of the year 1924-25 and that the new "Salt" department under the control of the Collector of Salt Revenue might be administered by the Local Government as agents of the Government of India until legislation to amend the Madras Salt Act had been carried out. Orders were issued accordingly and subject continued to be administered by the Madras Government till 31st December 1925. On 1st January 1926, the control of the Madras Salt department was transferred to the Central Board of Revenue and the Local Government are not now concerned with the administration of Salt Revenue. The only subject relating to "Salt" which comes up to the Madras Government for disposal is the publication in the Gazette of notifications for the acquisition of land required in connection with the administration of "Salt."

(6) (*a*) *Shipping and Navigation;*

(*b*) *Lighthouses (including their approaches), beacons, lightships and buoys;*

(*d*) *Port quarantine and marine hospitals;*

(*e*) *Major Ports.*

The proposals relating to the administration of these subjects are now dealt with by the Local Government subject in certain cases to the sanction of the Government of India. A conference held in Delhi in November 1924 discussed the question whether these subjects should continue to be administered through the agency of the Local Governments, or should be administered *direct* by the Governor-General in Council. The following is the result of the discussion:—

(i) *Shipping and Navigation.*—These will, in future, be administered by the Government of India direct. A Bill to amend the Indian Merchant Shipipng Act, 1923, so as to vest in the Government of India all statutory powers relating to shipping and navigation was introduced in the Indian Legislative Assembly on 1st February 1928.

(ii) *Lighthouses.*—The Government of India have decided that these should also be administered direct by them. The Indian Lighthouse Bill was introduced in the Indian Legislature in February 1927 and was passed into law in September 1927. It has not yet been brought into force.

(iii) *Port quarantine and marine hospitals.*—The Government of India are collecting materials about Port quarantine administration and the subject may be taken over by the Government of India in due course.

(iv) *Major Ports.*—The Government of India have decided that the question of the major ports, about which there was some difference of opinion at the conference of 1924, should be reconsidered later when experience of the central administration of other subjects had been gained.

(7) *Finance*—

(i) scrutiny of budget estimates;

(ii) control of expenditure.

(i) Under the orders of the Government of India the Local Government is required to scrutinise the budget estimates of receipts and expenditure under the following heads relating to central subjects administered by the agency of the Local Government:—

RECEIPTS.

Major head.	Nature of the item.
(1) * VIII. Forest ..	The recovery from the Provincial Government on account of the training of Forest probationers allocated to this Presidency appears under this head. The amount is not shown in the accounts of the Accountant-General, Central Revenues.

RECEIPTS—*cont.*

Major head.	Nature of the item.
(2) * XVI. Interest ..	Interest on advances to Government servants for house-building, for the purchase of conveyances including motor cars, and on advances of passage money; and interest on loans made to the Corporation of Madras, to the Madras Port Trust and the Tanjore District Board for railway construction are credited to this head.
(3) XXVI Miscellaneous departments.	The main item of receipt is "Emigration fees".
(4) XXX. Civil Works..	Represents mainly rents of buildings.
(5) XXXIII. Receipts in aid of superannuation.	Represents subscriptions under the Indian Civil Service Family Pension Regulations and contributions for pensions and gratuities.
(6) XXXIV. Stationery and Printing.	Represents stationery receipts and receipts from the sale of central publications.
(7) XXXV. Miscellaneous.	The main items are— (1) Fees for Government audit; (2) Unclaimed deposits; (3) Commission on purchase, sale, etc., of Government securities and on Savings Bank investments; and (4) Recoveries of service payments.
(8) * XXXIX. Contribution and Assignments to the Central Government.	Represents Provincial contribution to the Central Government. (Its remission permanently has been announced by the Hon'ble the Finance Member of the Government of India.)
(9) * XXXIX-A. Miscellaneous adjustments between the Central and Provincial Governments.	Casual adjustments such as, for instance, the adjustment in 1927-28 of the value of the stock of stamps in the provincial depot prior to 1st April 1923 paid for from central revenues.

EXPENDITURE.

(1) * 20 Interest on other obligations (Interest on Famine Insurance Fund).	
(2) * 22. General administration.	Represents the fixed assignment paid to this Government on account of a share of the cost of the Madras Secretariat dealing with Central subjects.

EXPENDITURE—*cont.*

Major head.	Nature of the item.
(3) 28. Ecclesiastical ..	....
(4) 29. Political ..	Charges on account of His Majesty's Consul, at Karaikal and Pondicherry and other political establishments (Paymaster, Carnatic Stipends, Stipend Pay Officer, Vellore and Kurnool, and share of the pay of Provincial officers doing political duties), Chitrali detenu and Mappillas and other prisoners, and expenditure connected with the demarcation of boundaries between British and frontier territories appear under this head.
(5) 30. Scientific, departments.	Charges on account of census will be shown under this head.
(6) 33. Public Health ..	Port quarantine charges are shown under this head.
(7) 37. Miscellaneous departments.	This head accommodates charges relating to the Registrar of Joint Stock Companies and Emigration (external and internal).
(8) 41. Civil Works ..	....
(9) 44. Territorial and political pensions.	Carnatic stipends, Tanjore and Mysore family pensions and other pensions, namely, Kurnool and Masulipatam and Anagundi family, are shown under this head.
(10) 45. Superannuation allowances and pensions.	The main item is superannuation and retired allowances of Central department officers.
(11) 46. Stationery and printing.	Represents expenditure on printing work done at the Provincial Government Press for central departments.
(12) 47. Miscellaneous ..	Annual stipends to holders of literary titles and irrecoverable temporary loans written off constitute the main items.
(13) *51-A. Miscellaneous adjustments between the Central and Provincial Governments.	Casual adjustments such as for the expenditure incurred by His Excellency the Governor of Madras for his visit to Simla in 1921–22 at the request of the Government of India.

For the heads marked * the estimates are prepared by the Accountant-General who sends them to the Finance department for scrutiny; the estimates for other heads are prepared by heads of departments who send them to the Local Government through the Accountant-General. The estimates for expenditure heads are, after examination in the Finance department, returned to the administrative department concerned, who forward them to the Government of India and also intimate the changes proposed by

this Government to the Accountant-General. The estimates for revenue heads are communicated by the Finance department to the Accountant-General for transmission to the Government of India. The amounts voted by the Indian Legislature in the case of votable expenditure and the figures fixed by the Government of India for non-votable expenditure are intimated by the Government of India to the Local Government and communicated by this Government to the Accountant-General and heads of departments concerned. The figures fixed by the Government of India for revenue heads are not communicated to this Government.

(ii) *Control of expenditure and reappropriations and additional appropriations.*—The Government of India hold the Local Government immediately responsible to them for the control of expenditure against the budget allotment under the central heads of expenditure. For the due fulfilment of this responsibility, the Local Government have asked the heads of departments concerned to watch the progress of expenditure and immediately bring to the notice of Government any probable savings or excesses. Proposals for additional appropriations and reappropriations are dealt with in the department concerned; and the Finance department scrutinises the proposals before they are sanctioned or are forwarded to the Government of India for sanction. Monthly statements of receipts and charges under "Central heads" are also received from the Accountant-General. These are reviewed in the Finance department and cases of excess expenditure are brought to the notice of departments so that they may take action for obtaining necessary appropriations to cover the excesses.

C. *The Law Department deals with—*

(1) *Census* work, which is carried out by the agency of an officer of the Local Government who is appointed Superintendent of the Provincial Census Operations to carry out the work subject to such instructions as he may receive from the Census Commissioner for India. The whole cost is borne by the Central Government.

(2) *Registration of Joint Stock Companies*, which is done through the agency of the Inspector-General of Registration with the assistance of an Assistant Registrar of Joint Stock Companies for the City of Madras. In the mufassal, the work is done by District Registrars. The Government of India contribute Rs. 15,000 a year towards the cost of the work.

D. *The Revenue Department deals with—*

(1) *The sale of opium for export.*—This Government are concerned only with the sale of opium for export to the Indian States in this Presidency and to Mysore and the French Settlements. The opium required for export to these States and Settlements is obtained by the Madras Government from the Government of India along with the opium required for consumption in this Presidency. The whole quantity of opium including the quantity required for export is supplied to this Government at cost price by the Government of India. The Madras Government

charge only cost price on the quantity exported in some cases and cost price and duty in other cases. The duty thus charged is credited to the Madras Government as is the duty levied on opium consumed in this Province.

(2) *Acquisition of land for central purposes.*—When the Government of India desire that land should be acquired by the application of the Land Acquisition Act for occupation by any Central department application is made to the Local Government for this purpose. The Local Government then acquire the land under the Land Acquisition Act and put the Central department in possession of it. When the Government of India desire that land should be acquired otherwise than under the Land Acquisition Act, the Government of India may acquire it in any manner and through any agency they like. But in practice the Local Government are requested to arrange for the acquisition. The cost of the acquisition of land for a Central department, whether under the Land Acquisition Act or otherwise, is borne by the Government of India. If the land required by a Central department is in the occupation of the Local Government, the market value of the land is charged to the Central Government.

Under the rules framed by the Secretary of State, the Local Government are bound to hand over to the Government of India after acquiring if necessary any land in the Province required by the Government of India for the effective discharge of their duties, on payment of the cost as stated above.

E. *The Development Department deals with—*

(1) *Cinchona.*—Under item 19 of Part I of Schedule I to the Devolution Rules, the control of production, supply and distribution of any articles in respect of which control by a central authority is declared by rule made by the Governor-General in Council or by or under legislation by the Indian Legislature to be essential in the public interest is a central subject. In their notification No. 1478, dated 5th August 1926, the Government of India have declared that the control to the extent therein specified of the production, supply and distribution of quinine and cinchona by that Government is essential in the public interest and have made certain rules regulating such control. The rules give power to the Government of India for the following purposes:—

(*a*) The maintenance by purchase or by planting and manufacture of such stocks of quinine as may be necessary in addition to those held by the Local Governments, to meet current official requirements and to form a reserve for use in epidemics.

(*b*) The fixing of issue prices of quinine on a uniform basis which shall be binding on the Government of India and on all Local Governments.

(*c*) The regulation of the planting programmes of Local Governments and the co-ordination of such programmes with the planting programmes of the Government of India.

(*d*) The determination of the areas which shall be supplied with quinine from each source of supply.

(*e*) The prohibition of the sale by Local Governments of quinine produced by them to countries outside India without the previous approval of the Government of India.

(*f*) The prohibition of the purchase by any Local Government of quinine from any source other than a Government factory specified in this behalf under clause (*d*) unless the factory is unable to supply quinine of the amount and quality required within the time named by the Local Government in its order for such quinine."

The control of the production, supply and distribution of quinine not provided for above is exercised by the Local Government and is a provincial subject.

As regards (*a*), the Local Government are manufacturing quinine products for the Government of India from the bark obtained by that Government from Java. The Local Government maintain separate stock accounts of all quantities of bark received and of all products manufactured from them. All manufactured products are stocked at Ootacamund until they are disposed of in accordance with the instructions issued by the Director of Botanical Survey of India. The cost of extraction of quinine products is paid to the Local Government by the Government of India. It may be mentioned that this arrangement was made at the request of the Local Government in order to ensure a sufficient supply of bark to enable the Naduvattam factory to be run on a commercial scale.

Item (*b*) *above.*—So far the Government of India have not exercised this power. The prices prevailing at present are those fixed by the Local Government in consultation with the Director of Botanical Survey of India.

Item (*c*) *above.*—The planting programme on the Anamalais is undertaken at the instance of the Government of India.

Item (*d*) *above.*—The areas supplied from the Naduvattam factory are fixed by the Government of India.

Items (*e*) *and* (*f*) are a necessary outcome of (*d*).

(2) *Cotton Industry Statistics.*—Under section 4 (1) of the Cotton Industry (Statistics) Act of 1926, Revenue Divisional officers have been authorised to check the returns of cotton goods sent by mill-owners to the Director-General of Commercial Intelligence and Statistics, Calcutta.

F. *The Public Works and Labour Department deals with*—

(1) *Central Public Works.*—In this Presidency, public works of the Central Government are ordinarily executed by the agency of the Local Government from funds provided by the Central Government. Rules have been framed governing the execution of central public works by such agency. Agency charges for the execution of the works are recovered from the Central Government at 19 per cent of the expenditure on works.

(2) *Telegraphs.*—In regard to "Telegraphs," the Local Government arrange for the execution of the necessary indemnity bonds by the local inhabitants furnishing the required guarantee and also for the recovery of the amount of guarantee in question.

(3) *Railways.*—The powers of the Local Government are confined to—

(*a*) receiving notices of accidents under section 83 of the Indian Railway Act,

(*b*) notifying under section 134 (1) the place at which offenders under the Railway Act may be tried,

(*c*) directing under section 134 (2) at what railway stations notifications should be published,

(*d*) determining the vernacular in which the maximum number of passengers to be carried in each compartment is to be notified, and

(*e*) notifying the magistrates and police officers to whom notices of accidents are to be given.

In the following 34 cases, Local Governments must be consulted:—

Subject.	Procedure and general orders governing the procedure.
1. Acquisition of land for railway purposes.	All proceedings are required to be undertaken through the Local Government.
2. Transfer and exchange of land and buildings from a railway to a department of Government, or vice versa.	Do. do.
3. Relinquishment and sale of railway land and buildings.	All relinquishment is carried out through the Local Government.
4. Custody of railway lands and buildings temporarily relinquished.	Do. do.
5. Leasing of railway lands and buildings for purposes unconnected with the working of railway, where the land or building is required in the near future or is so situated that it would be inconvenient to relinquish it.	The Local Government should be consulted before the Railway Board is addressed with respect to the advisability of entering into such a lease and especially as regards the rental to be levied.
6. Leasing of railway land for bona fide railway purposes.	The Local Government is required to be consulted only when the contingent circumstances connected with the lease would render such advice valuable or relevant.

Subject.	Procedure and general orders governing the procedure.
7. Free gifts of land in possession of railways for religious purposes, or resumption of railway land which has been appropriated for religious purposes whether with or without proper authority.	Railway Administrations are required to ascertain whether the Local Government have any objection to the free gift of land before sanction is accorded by the Railway Board, and in the case of the resumption of railway land, Local Governments should also be consulted unless the District Magistrate has been informed of the proposed resumption and has stated in writing that there is no objection to it.
8. Application of the Railway Act to private railways.	Local Governments are consulted by the Railway Board as to whether the application of the Act to a private railway is in the administrative interests of the province or not.
9. Recommendations by the Railway Board for the grant of Indian titles to railway officials and subordinates.	The concurrence of the Local Governments or Administrations in whose jurisdiction the nominees are employed is obtained by the Railway Board before the recommendations are forwarded to the Government of India in the Foreign and Political Departments.
10. Municipal taxation of railway property.	When a local authority seeks to impose any new tax on a railway, application has to be made through the Local Government or Administration concerned for the sanction of the Governor-General in Council under section 135 (subsection 1) of the Indian Railway Act IX of 1890.
11. (*a*) Tolls on railway bridges.	As a matter of policy and convenience, Local Governments and Administrations should be consulted by Railway Administrations in the matter of tolls on bridges provided or intended to be provided with footpaths or cartways. The Local Government eventually approves and notifies the tolls.
(*b*) Traffic regulations for railway bridges.	Local Governments should be consulted before a railway frames traffic regulations for bridges provided with footpaths or cartways.
12. (*a*) Purchase of railways. (*b*) Transfer of railways.	In all cases of purchase or transfer of railways Local Governments and Administrations should be consulted.
13. Names of stations . .	The general practice hitherto has been for Railway Administrations to consult the local authorities in this matter, but this should be the invariable rule.

Subject.	Procedure and general orders governing the procedure.
14. Opening and closing of stations.	In the case of a new line, Local Governments are usually consulted as to the stations to be opened; they are also consulted in regard to the alignment to be followed, and it is then open to a Local Government to make any remarks respecting the position or opening of a station. No station once opened should be closed without the Local Government or Administration being first consulted.
15. Strike on railways ..	Railway Administrations are required to supply the fullest information regarding a strike to the Local Governments concerned and to the police authorities and to co-operate as much as possible in regard to the measures taken by the authorities.
16. Jurisdictional arrangements over lines traversing Indian States.	Local Governments, when in political control of the Indian States affected, are consulted by the Government of India in the Foreign and Political Department with respect to general jurisdictional arrangements, the exercise of magisterial functions and police control.
17. Police districts (in British India).	All matters in this respect are settled by the Government of India in the Home Department with the Local Governments. The Railway Board are only kept informed of the arrangements made.
18. Application of the Railways Act to tramways.	All requests for the application of the Railways Act to tramways are required to be submitted through the Local Government. The Railway Board consider the recommendation of the Local Government before taking any action.
19. New railway lines ..	Local Governments and Administrations supply annually to the Railway Board a list showing in order of urgency the new railways recommended by them.
20. Alignment of new railways. 21. Waterways proposed for new railways. 22. Level crossings proposed for new railways.	Copies of project reports and construction estimates, together with index plans and sections showing the alignment, width and position of waterways, and level crossings proposed, are supplied to Local Governments, and their views as to the suitability of the proposals are invited. In considering the question of waterways, Local Governments should take into account any new irrigation or drainage channels the immediate construction of which is proposed. Railway Administrations should consult Local Governments direct in regard to these matters.

Subject.	Procedure and general orders governing the procedure.
23. Headways of bridges over navigable rivers on new railways. 24. Gauge of new railways. 25. Site of station, etc., on new railways. 26. Irrigation or drainage channels proposed in connexion with new railways.	In the case of a new station at which it is likely that a town will grow up, Local Governments should be consulted as to the lay-out of the station. New projects should show in the vicinity of a town the place or places from which earth will be taken for the construction of embankments or platforms in station yards and how it is intended to treat burrow-pits for the purpose of securing proper drainage.
27. Roadways over important bridges on new railways.	The views of Local Governments are invited when a new project is sanctioned.
28. Fencing of new railways.	Local Governments should be consulted if it is proposed to leave any portion of a new line unfenced.
29. Crossings for road traffic.	Railway Administrations are required to consult Local Governments.
30. Foot bridges ..	Local Governments should be consulted as to the provision necessary.
30. (*a*) Rates	Proposals for enhancement of the maximum fares and rates are referred to Local Governments.
31. Timings of trains ..	Local Governments should be consulted in connexion with— (*a*) Arrival and departure of trains at headquarter stations. (*b*) Changes in the train service and timings. (*c*) Stopping stations for mail and express trains.
32. Carriage of offensive and dangerous goods, other than explosives.	Local Governments and Administrations are consulted.
33. Agreements for the working or relating to interchange of traffic with railways owned by Indian States which are under the control of Local Governments.	The views of the Local Governments concerned are obtained before communicating sanction.
34. Inclusion of names of firms in the list of contractors for the supply of stores to State Railways.	The approval of Local Governments is required under rule 12 of the rules for the supply of stores for the Public Service.

(4) *Emigration.*—Emigration is both external and internal. The former is regulated by the Indian Emigration Act, 1922, and the rules framed thereunder. The latter relates only to Assam and is governed by the Assam Labour and Emigration Act. Emigration under the Indian Emigration Act is lawful only to Ceylon and Malaya. The Protectors of Emigrants at Mandapam and Negapatam are whole-time servants appointed by the Local Government and their pay is met from central revenues. The Collector of Madras performs the duty of Protector of Emigrants, Madras, in addition to his other duties. He is also the Agent for return emigrants from the Crown Colonies of Fiji, Jamaica, Mauritius, British Guiana and Trinidad. He is given a special pay of Rs. 250 per mensem from the central revenues for performing the duties of Protector. The medical officers of the Local Government are given a special pay for performing the duties of medical inspectors of emigrants at the several ports of embarkation. A special officer has recently been appointed to help the repatriates arriving from South Africa under the new scheme of assisted emigration and his pay as well as the pay of his staff is met from central revenues. The amount required for expenditure in connection with internal emigration is also met from central revenues. The Commissioner of Labour exercises supervision over the emigration work. A whole-time clerk is employed in the Commissioner's office for work connected with emigration and his pay is met from central revenues.

Transferred Subjects.

5. The general principle adopted for the selection of subjects for transfer was laid down in paragraph 238 of the report on Indian Constitutional Reforms, namely, that "those departments which afford most opportunity for local knowledge and social service, those in which Indians have shown themselves to be keenly interested, those in which mistakes which may occur though serious would not be irremediable, and those which stand most in need of development," should be included in the transferred list. In accordance with the principle the list in Schedule II of the Devolution Rules has been drawn up on the recommendation of the Division of Functions Committee. The chief subjects transferred are local self-government, medical administration, public health and sanitation, education (except European education), public works (other than railways and irrigation), agriculture, veterinary, co-operative societies, excise, industries and fisheries, registration of documents. Forests have been transferred in Bombay and Burma alone, and in Assam all public works are reserved.

6. The Raja of Panagal in 1924 said that "the classification of subjects into reserved and transferred is responsible for inter-departmental friction, either side of the Government failing to accommodate itself to the other"; and Sir A. P. Patro amplified this statement by quoting specific instances, e.g., while industries

is a transferred subject, the administration of industrial law, questions relating to industrial disputes and the welfare of labourers and the subjects of factories, mines, hydro-electric development, and forests (which supply much of the raw material for the local industries) are all reserved. Agriculture, another transferred subject, has close connection with reserved departments, such as forests, irrigation and land revenue.

7. No instance of "inter-departmental friction" or case in which the present classification has hampered the administration of transferred subjects has been quoted by departments of the Secretariat. It has however been pointed out by more than one department that it is impossible to separate off absolutely the reserved "sphere" from the transferred, and numerous instances have been quoted in which the "spheres" overlap. For example, pyrite deposits are found in the forests of North Arcot district; the Development Minister wishes Government to prospect and ascertain the possibility of producing sulphuric acid for industrial purposes; the Member in charge of Mines considers that all Government need do is to publish the information in their possession and leave it to private enterprise to act upon it. Again a new paper mill is started and looks to the Forest department to supply bamboos at concession rates and to the Irrigation department for similar concessions in the supply of water. Or in considering proposals for a new irrigation project, the Director of Agriculture is consulted especially with reference to the initiation of an experiment in dry crop irrigation. A suggestion has been made mainly emanating from a Minister, that the Irrigation department should take up schemes for pumping water from rivers and supplying it to villages for irrigation. The question whether this should be done is under discussion; the Development Minister is concerned in it with the Member in charge of Irrigation and Revenue. One point is whether it is not rather the function of the Development department which deals with the promotion of pumping and boring than the function of the Irrigation department. In connection with the Mettur cement contract, the question of promoting industrial development in Madras by subsidizing or otherwise encouraging the establishment of a cement factory in the Presidency was allowed to intervene and complicate and delay the particular contract. The Pykara hydro-electric scheme from its commercial side is intimately connected with industrial development, but so far the investigation of this aspect has been done by the Chief Engineer and by a committee appointed *ad hoc* by order of the Governor in Council. The Public Works department staff is one and undivided, and circle and district officers deal both with irrigation (reserved) and with roads and buildings (transferred). The establishment for budget purposes is treated as "transferred," and irrigation is debited with pro rata charges. For control, to avoid controversy, certain circles and districts have been ordered to be treated as "reserved" and others as "transferred," but inevitably, where, e.g., an officer is to be moved from one district to another, both Member and Minister are frequently

concerned in the same case. As to the Labour department, some of its main activities, such as the education of depressed classes, rural sanitation and water-supply for cheris, are essentially "transferred" subjects, but are administered by the Home Member.

Backward Tracts.

8. Under section 52A (2) of the Government of India Act, the Governor-General in Council has declared that the Laccadive Islands and Minicoy and the Agency portions of Ganjam, Vizagapatam and East Godavari districts are "backward tracts" and has limited the application of the Act to these areas.

9. The Islands lie from 125 to 250 miles off the Malabar Coast and during the monsoon are entirely cut off from the main land. Their interests are entirely distinct from those of the main land, and no advantage can accrue to them from a change in the present system of Government. They were "scheduled districts" under Act XIV of 1874 before the Reforms; the people are primitive; and the administration is patriarchal in character, the chief representative of the Government being an officer styled "monigar" whose court has the sanction of custom, usage and unquestioned authority. The Government of India in 1920 accepted the views of the Madras Government that these Islands should be excluded from the jurisdiction of the reformed Government, and the exclusion was effected by the following provisions in the notification:—

(1) That neither the Indian nor the Local Legislature shall have power to make laws applicable to the Islands;

(2) that proposals for expenditure in the Islands need not be submitted to the vote of the Legislative Assembly or Council;

(3) that no question may be asked about the Islands and no subject relating to them may be discussed in the Assembly or (except with the Governor's sanction) in the local Legislative Council; and

(4) that all subjects in the Islands shall be administered by the Governor in Council.

10. The Agency tracts may be classified as under:—

(i) Agency tracts of Ganjam and Vizagapatam created under the Ganjam and Vizagapatam Act, 1839.

(ii) Godavari Agency—

(*a*) Bhadrachalam and Rekapalle taluks transferred from the Central Provinces in 1874 and included in the Godavari Agency from 1879 and the Rampa country.

(*b*) Dutcharti and Guditeru muttas which had formed part of the Vizagapatam Agency but were transferred to the Godavari Agency in 1881.

(*c*) Eleven petty proprietary estates, the unsettled Government villages of the Yernagudem taluk and the villages of the resumed munsab of Jaddangi which formed part of the plains Godavari district—included in the Agency in 1883.

(*d*) Sixty-two villages of the Yernagudem, Rajahmundry and Peddapuram taluks which formed part of the plains district and were included in the Agency in 1891.

(*e*) Nugur, Albaka and Cherla taluks of the Central Provinces transfererd to this Presidency and included in the Agency in 1909.

Owing to its hilly and jungly character, the prevalence of malaria and the absence of communications, the area has hitherto remained almost completely undeveloped and before the Reforms of 1920–21 was kept exempt from the operation of the laws in force in the plains and the jurisdiction of the ordinary courts; it was administered directly by the Governor in Council through the agency of the Collectors of the Districts; and for the guidance of his Agents and their subordinate officers a few simple and elastic rules of procedure had been framed under Acts XXIV of 1839 and XIV of 1874. The inhabitants of the tract were said to be for the most part simple and ignorant jungle tribes whose education was still elementary and who retained their ancestral customs as to tenure of land, devolution of property, family or tribal organization and social observances; they were in fact still in very early stages of civilization, used bows and arrows, wore little clothing, were timid, excitable and easily imposed upon and totally unfit for any form or degree of political advance. Accordingly the Government of Madras recommended that these tracts should be excluded from the jurisdiction of the reformed Government and continued under the existing system of administration. *The Government of India were most reluctant to exclude the whole area from the jurisdiction of Ministers*, but eventually agreed that all provincial subjects in these areas should be reserved and that no legislation enacted either by the Central or by the Provincial Legislature should apply to these areas except when extended or made applicable to them by an executive order. The arrangement was to be subject to examination after the lapse of two years, but at the end of 1922 when the two years' period expired, part of the Agency was suffering from one of those "fituris" or local disturbances which from time to time rouse the passions of the primitive tribes into rebellion against the forces of law and order. The disturbance broke out in the Gudem hills in the Vizagapatam Agency in the latter part of August 1922. A man named Alluri Srirama Razu, a native of the Kistna district, who had been living in these hills for a year or two and had established a reputation for sanctity, gathered a band of local malcontents and raided three police stations, securing 26 carbines and a large quantity of ammunition. His followers, whose numbers are believed at one time to have reached 200, had in addition other arms varying from sporting guns to bows and arrows, and

taking advantage of their superior mobility and knowledge of the country, which consists of steep jungle-covered hills, entirely baffled the local police. Their leader proclaimed himself king and declared war on the Government, but except for attacks on the police confined his depredations to the commandeering of food for his band, and no doubt partly because he was regarded as a saint received more assistance from the villagers than did the police. The police were ambushed more than once and on one occasion sustained a severe reverse, losing two promising young officers and two constables, two other men wounded and six rifles taken by the rebels. It was not till a considerable body of the special police from Malabar had been brought to the Agency that any impression was made on the rebellion. In the first week in December, however, two detachments of the Malabar police succeeded in getting up with the gang and forcing two engagements in which 13 rebels were killed and 5 captured. Srirama Razu and his two lieutenants escaped and the gang scattered or went into hiding and all trace of them was lost. They remained in hiding for the first three months of 1923 and led the authorities to believe that Srirama Razu's prestige had been so much affected that the police forces might safely be reduced. The result of this was to encourage the rebels to renew their activity. On April 17th the Razu and a few others made an unsuccessful raid on a police station in the Godavari district. The police were then reinforced; and energetic measures were resumed against the rebels. The chief difficulty throughout the operations was the unwillingness of the local population to co-operate in any way with the Government or to give any information of the movements of the rebels, of whom they stood in considerable fear. These difficulties were enhanced by the nature of the country and the frequency of sickness among the forces operating in it. In May the rebels captured and beat a sub-inspector of police, a deputy tahsildar and several constables and peons. In September, the police captured Mallayya Dora, the Razu's chief lieutenant. In October a party of rebels made a regular attack on the police. They were repulsed with casualties but one constable was killed. In spite of the best efforts of the police, the rebels succeeded in eluding an engagement; and at the end of the year it was decided in order to bring the operations to the earliest possible conclusion to reinforce the police by a strong detachment of the Assam Rifles. These reinforcements arrived in January 1924 and were employed in systematically searching the country above the ghats, while the police forces continued to operate in the country below. At the same time vigorous measures were undertaken against those muttadars and village officers who showed the rebels either active or passive sympathy. With the arrival of a further detachment of the Assam Rifles, a determined effort was made to clear up the situation before the break of the monsoon. A band of rebels was brought to action and defeated on May 6th, and on the following day Srirama Razu himself was captured. He was brought in to the

Officer Commanding the detachment of Assam Rifles but was shot shortly after while making an attempt to escape. After his death the Government forces received more active assistance from the villagers and numerous rebels were either killed or captured before the Assam Rifles left in June. The police continued the search for the rebels with such success that by the end of September there was only one man of any importance still at large. This month may be taken as the end of "fituri," when Government withdrew the whole force with the exception of one or two small posts.

11. This disturbance covering a period of two years afforded ample evidence that the conditions of the Agency had not advanced to such an extent as to justify any modification in the system of administration. Accordingly in 1923, the Madras Government reported that there had been no improvement in the condition of the tract since 1921 and advised that the arrangement then made should continue; and this recommendation was accepted by the Government of India. So the application of the Government of India Act to these areas is still subject to the limitations—

(1) that all subjects are administered by the Governor in Council;

(2) that the Governor in Council may direct that any Act of the Local Legislature of Madras shall not apply to the tract or shall apply subject to such exceptions or modifications as he may think fit; and

(3) that the Legislative Assembly or the local Council when making laws solely applicable to this tract or any part of it must insert provision that the law shall come into force only on such date and subject to such exceptions or modifications as may be ordered by the Governor-General in Council or the Governor in Council as the case may be.

The other Acts governing the administration of the Agencies are—

(1) *The Ganjam and Vizagapatam Act*, 1839.—This Act bars the operation of the ordinary law for the administration of civil and criminal justice and for the collection of revenue in the Ganjam and Vizagapatam Agencies and vests their administration in the Collectors of Ganjam and Vizagapatam *qua* Agents to the Governor.

(2) *The Scheduled Districts Act*, 1874.—The areas comprised in the Agency are Scheduled Districts under this Act by virtue of this Act and notifications issued under it from time to time and also of section 2 (1) of the Nugur, Albaka and Cherla Laws and Cesses Regulation of 1909. Under section 3 of the Act of 1874 an Act may be declared to be or not to be in force in a Scheduled District and under section 5 of the Act any Act in force in any part of British India may be extended to any Scheduled District.

(3) *Laws Local Extent Act*, 1874.—This Act declares certain enactments to be in force in certain territories except the Scheduled Districts.

(4) *Regulation I of* 1909.—This Regulation brings into force in the Nugur taluk all the enactments which were in force in the Bhadrachalam taluk at the time of its transfer from the Central Provinces. The Scheduled Districts Act comes into force in the Nugur, Albaka and Cherla taluks by virtue of section 2 (1) of this Regulation.

(5) *The Devolution Act XXXVIII of* 1920.—This Act dispenses with the previous sanction of the Governor-General in Council to a Local Government publishing notifications under sections 3, 5 and 5-A of the Scheduled Districts Act, 1874.

The Working of the System of Government

III.—The Executive Government

THE EXECUTIVE GOVERNMENT.

A. *His Excellency the Governor—*

1. Under section 46 (1) of the Government of India Act, the Presidency is governed in relation to reserved subjects by a Governor in Council and in relation to transferred subjects by the Governor acting with Ministers. His Excellency the Governor under section 46 (2) of the Act is appointed by His Majesty by Warrant under the Royal Sign Manual. He holds office in practice for five years and is paid a salary fixed by the Act.

2. Under section 49 it is the Governor's duty to make rules for the transaction of business in his Council and with his Ministers and to regulate the relations between the two parts of his Government; and the provisions of this section are amplified in the Instrument of Instructions, which requires him on the one hand to keep the responsibility for reserved and transferred subjects clear and distinct and on the other to encourage the habit of joint deliberation between himself, his Councillors and his Ministers. There is statutory provision for this joint deliberation only in the case of disagreement on a matter affecting both a reserved and transferred subject—Devolution Rule 9 (1)—and in the case of proposals for raising taxation or for the borrowing of money—Devolution Rule 30.

3. Under Devolution Rule 7, it is for the Governor to decide in cases of dispute whether a matter relates to a reserved or to a transferred subject. There have been very few cases of uncertainty whether a subject should be regarded as reserved or transferred; and only one case has been quoted in which it has been necessary to obtain the Governor's formal orders under Devolution Rule 7. This was in 1926 in connection with the visit of Sir Norman Walker to inspect medical colleges; it was doubtful whether this particular subject pertained to medical education which is transferred, or to the regulation of medical qualifications which is reserved. The Governor decided that the subject should be treated as transferred. There are however one or two other cases which deserve mention. Between 1923 and 1926 the constitutional position of the Labour department and its work for the amelioration of the 'depressed classes' was constantly being examined. In 1923 it was decided that in respect of the transferred subjects of Education, Sanitation and Co-operative Societies the Commissioner of Labour should be subordinate to the Ministers and that funds should be provided in the budgets of the departments concerned. In 1924, however, orders were passed to hold this order in abeyance. A reference was made to the Government of India suggesting that the amelioration of the depressed classes should be

treated as a subject falling under item 47 of Schedule I, Part I of the Devolution Rules, and, in that case, asking for a declaration under item 51 of Schedule I, Part II of the Devolution Rules, that the subject was of a merely local nature within this Presidency, so that it might be treated as a provincial reserved subject. The Government of India however replied that the subject could not be treated as falling under item 47 of Schedule I, Part I of the Devolution Rules. Further discussion took place and it was decided that the matter might lie over until it was known what constitutional changes might be introduced as a result of the Muddiman Committee's report. When it was known that the recommendation of that Committee did not affect this subject the discussion was resumed and at the end of 1925 a note was prepared as a basis for discussion in the Cabinet; but no further discussion took place then and all the subjects administered by the Labour Commissioner, including all measures such as Education, Sanitation and Co-operative Societies undertaken for the amelioration of the depressed classes, are still treated as reserved and the whole department is controlled by the Member of Council in charge. The question has recently been raised again but no further decision has been reached. Another matter which formed the subject of considerable discussion was the improvement of the river Cooum in the City of Madras and the question whether it should be treated as an irrigation work or a sanitary work; eventually it was decided without a specific reference to the Governor that it should be treated as a sanitary work.

4. Ordinarily the Governor in Council is bound by the opinion and decision of the majority of those present; but for grave reasons he may on his own authority and responsibility reject measures which they approve and enforce those which they disapprove; in such cases, the Governor and the Members of Council who are present must exchange documents in which they have recorded the grounds for their opinions and the Governor's order must be signed by all present—section 50 (2) and (3) of the Government of India Act. No cases are on record in which the Governor has overruled the majority of his Council under this section.

5. Similarly in relation to transferred subjects, the Governor is ordinarily guided by the advice of his Ministers, but may dissent from their opinion and require action to be taken contrary to their advice—section 52 (3). The Instrument of Instructions requires the Governor before dissenting from a Minister to have due regard to his relation with the Legislative Council and to the wishes of the people as expressed by their representatives in the Council. No cases have been discovered in which the Governor under section 52 (3) of the Act has required action to be taken otherwise than in accordance with the advice tendered by Ministers. There have been cases—mostly concerned either with appointments, appeals against disciplinary orders, or the conduct of officers of All-India Services—in which differences of opinion have

been expressed; but in all such cases further discussion has led either to agreement or to a compromise acceptable to both parties.

6. The Government Business and Secretariat Rules made by His Excellency the Governor under section 49 (2) of the Act contain provisions for meetings of the Executive Council (Rule 20), for meetings of the Governor with his Ministers (Rule 21), and for joint sessions of the Governor with his Council and with his Ministers (Rules 15 and 22). Rule 15 provides that the Governor may order a joint session either on his own initiative or at the request of a Member of Council or a Minister. Devolution Rule 30 clearly states that though the proposals are to be considered at a joint session, the decision is to be made by the Governor in Council or by the Governor and Minister or Ministers according as the proposal originates with the Governor in Council or the Governor and Ministers; and a similar provision is contained in Devolution Rule 9 (2). The working of the Business Rules is discussed in paragraphs 21 to 24 and 35 below.

7. With reference to the legislature, the Governor has several important powers and duties; he may address the Council and for that purpose require the attendance of members; he may dissolve the Council, or prolong its existence for a period not exceeding a year beyond the normal three years' term; he appoints times and places for the sessions of the Council; he approves the president and deputy president elected by the Council. With regard to financial business, all proposals for the appropriation of public revenues must be made on the recommendation of the Governor; in any question whether proposals for appropriation of revenues need be submitted to the Council or not, the decision of the Governor is final; the Governor may certify—in case the Council has refused or reduced a grant for a reserved subject—that the expenditure is essential to the discharge of his responsibility for the subject, and this certificate has the effect of nullifying the vote of the Council; and in cases of emergency the Governor may to secure the safety or tranquillity of the province or to carry on a department authorise expenditure which should ordinarily have been voted by the Council. In respect of legislation, it is in the Governor's power to certify that a bill affects the safety and tranquillity of the province and to direct that no proceedings be taken in relation to the bill; he may also, when the Council has refused to pass a bill relating to a reserved subject, certify that the passage of the bill is essential for the discharge of his responsibility for the subject, and this certificate has the effect of validating the bill, which on signature by the Governor becomes an Act. No bill becomes an Act until it has received the assent of the Governor; he may withhold his assent, or return the bill to the Council for amendment, or reserve the bill for the consideration of the Governor-General. The exercise of these powers by the Governor is discussed in connection with the working of the Legislative Council.

8. Article VII of the Instrument of Instructions makes the Governor specially responsible for—

(1) maintaining the safety and tranquillity of the Presidency and preventing religious or racial conflicts,

(2) making due provision for the advancement and welfare of backward classes,

(3) seeing that all executive orders and legislative acts apply equitably and fairly to all classes of the population,

(4) safeguarding the services, and

(5) preventing any monopoly or unfair discrimination in commerce and industry.

The withholding of assent to the Malabar Tenancy Bill, the appointment of a committee to investigate the conditions of tenancy in Malabar and the authorisation of the expenditure necessary for that committee may perhaps be quoted as action taken under this Article; and another instance of such action is the interference of the Governor to prevent the administration of the "communal Government Order" (see paragraph 18 below) in such a way as to work injustice to men already in the service of Government. The Governor has also had occasion to take action to protect members of the services in the exercise of their functions, especially on appeals against punishments, and in resisting demands for a public enquiry into charges of misconduct.

It will perhaps suffice to mention one case in which allegations were made against the work done by one of the Professors in the Presidency College. Replying to supplementary questions, the Minister who was not then in possession of all the facts of the case, undertook to appoint a committee to investigate the charges; the Governor insisted upon seeing a full report on the case before he agreed to the appointment of a committee; and when this report was made it satisfied him that there was no foundation for the charges and no reason to appoint a committee.

B. *Members of the Executive Council*—

9. Members of the Executive Council are appointed by His Majesty by Warrant under the Royal Sign Manual; the number must not exceed four and is fixed by the Secretary of State; one at least must have been at least twelve years in the service of the Crown in India. Before the introduction of the Government of India Act the Government had consisted of a Governor and three Councillors. With the introduction of Ministers and the transfer to them of part of the administration, the question how many Councillors should be appointed raised several difficulties. In letter No. 945, Public, dated 19th October 1918, and again in letter No. 243, Public, dated 10th April 1920, the Madras Government recommended the appointment of three Members of Council, of whom not more than two should be Europeans with the service qualification. No order of the Secretary of State fixing the number can be traced; but evidently he accepted the recommendation of the Joint Select Committee on Clause 5; for on December 17, 1920,

when the Government of India Act came into operation in Madras, a notification was published announcing the appointment by His Majesty of four Members of Council—two European Members of the Indian Civil Service; and two non-official Indians. The permanent constitution of the Council has remained the same ; but to fill a temporary vacancy a member of the Indian Civil Service has on various occasions been appointed, with the result that for short periods three of the four Members of Council have been members of the Indian Civil Service.

No rules have been made under section 47 (3) of the Act fixing the qualifications to be required in respect of Members of Council.

C. *Ministers*—

10. The only restrictions placed by the Government of India Act on the Governor's choice of Ministers is that they must not be Members of Council or other officials, and that any one appointed as Minister who is not an elected member of the local legislature must obtain a seat by election within six months of his appointment or forfeit his office. It was decided in 1920 that in Madras three Ministers would be required to administer the transferred subjects, and this decision has been followed ever since. After the election of 1920 His Excellency the Governor adopted the plan in strict consonance with the British constitutional practice, of calling upon the leader of the strongest party in the Legislative Council to make recommendations. In accordance with these recommendations the following three Ministers were appointed from 17th December 1920 :—

(1) The late Hon'ble Diwan Bahadur A. Subbarayulu Reddiyar Garu.
(2) The Hon'ble Diwan Bahadur P. Ramarayaningar (now Sir P. Ramarayaningar, Raja of Panagal).
(3) The Hon'ble Rai Bahadur (now Sir) K. Venkatareddi Nayudu Garu.

Upon the resignation of the late Hon'ble Diwan Bahadur A. Subbarayulu Reddiyar Garu from 11th July 1921, the Hon'ble Rao Bahadur (now Sir) A. P. Patro was appointed as Minister in the resultant vacancy.

The first Legislative Council was dissolved on September 11th 1923 and as soon as the result of the general election was known the Ministry resigned office. His Excellency the Governor thereupon reappointed the Hon'ble the Raja of Panagal (now Sir P. Ramarayaningar) and the Hon'ble Rao Bahadur (now Sir) A. P. Patro from the forenoon of 19th November 1923. The Hon'ble Diwan Bahadur (now Sir) T. N. Sivagnanam Pillai was appointed from the same date in succession to the Hon'ble Sir K. Venkata Reddi Nayudu Garu.

There was no change in the personnel of the Ministers during the lifetime of the last Council. Upon its dissolution and as soon as the result of the general election was known the Ministers,

whose party no longer possessed a majority resigned on 3rd December 1926. The Swarajists, the largest party in the Council, declined to accept office ; and a Ministry was formed from amongst those members of the Council who were returned as 'Independents'. The personnel of this Ministry was as follows :—

The Hon'ble Dr. P. Subbarayan ..	Minister for Education and Local Self-Government.
The Hon'ble Mr. A. Ranganatha Mudaliyar.	Minister for Development.
The Hon'ble Diwan Bahadur R. N. Arogyaswami Mudaliyar.	Minister for Public Health.

11. As was natural in a Ministry which originated not in a party but among members who had been returned as 'Independents', the new Ministers found it difficult to work together and to accept the principle of joint responsibility to the same extent as had been done by the previous Ministers. Indeed before long acute differences of outlook and even of policy made themselves apparent. The Ministers however managed to avoid an open rupture until it became necessary to define their attitude towards the Indian Statutory Commission. Dr. Subbarayan, the Chief Minister, wished to co-operate with the Commission, while both his colleagues were for boycott. The result of this split was the resignation of Messrs. Ranganatha Mudaliyar and Arogyaswami Mudaliyar ; and in their places Messrs. S. Muthiah Mudaliyar and M. R. Seturatnam Ayyar accepted office and assumed charge on 16th March 1928.

12. On two occasions—in November 1923 and in August 1927—Ministers have had to face a direct vote of 'no confidence' in the Legislative Council. In both cases the opposition failed to carry the censure ; but on both occasions the Ministers owed their majority to the votes of official and nominated members of the Council. In 1923, 43 members voted for the motion of censure and 65 against ; and of these 65, 11 were officials and 13 nominated. In 1927, 56 members voted for the motion, and 67 against ; and of the 67, 11 were officials and 23 nominated. There have been other occasions on which motions for the adjournment of the Council or motions for the reduction of budget grants have in effect been votes of censure upon the Ministry ; on four of these occasions there have been divisions and in every division a majority of elected members supported the Ministry.

13. *Ministers' joint responsibility.*—From 1920 to 1926 the Ministers were chosen from the Justice Party which was the strongest party in the Legislative Council. The origin of this party was the non-Brahman movement started by Dr. T. M. Nayar and Sir P. Tyagaraya Chettiyar whose chief object was to fight the predominance of Brahmans in the political life of the Presidency. Chosen from a party with this definite and avowed policy, the Ministers acted together, and in all matters of importance were able to rely upon the support of the members of their party in the Council. Thus a convention of joint ministerial responsibility came

to be established ; and the attempt to work the Government as a joint, and not as a dyarchic Government led to the further convention that in case of such disagreement between Members of Council and Ministers as prevented the two halves of the Government acting together in the Legislative Council, the Ministers would not vote against Members of Council nor Members of Council against the Ministers.

14. These conventions did not survive the defeat of the Justice Ministry at the election of 1926. For the new Ministry, formed from those who had been returned as 'Independents' or of 'no party,' had no common policy and no established party behind it ; and from the outset there was a tendency for each Minister to take his own course and to disregard the practice of consulting his colleagues. The first matter of importance in which differences of opinion among the Ministers became apparent was Excise policy. The Justice Ministry had continued the previous policy of temperance, but had added to this policy a goal or ideal of a 'dry' India. In March 1927 the late Excise Minister reaffirmed the policy as that which he and his colleagues in the Ministry had made their own. In June 1927 however the Minister put forward proposals for legislation which aimed at the introduction of prohibition, i.e., making the possession of intoxicating liquor a crime. This marked a change of policy to which the Minister committed himself in public speeches without consultation with his colleagues ; and this absence of joint action was even carried into the Legislative Council, where in October 1927 on a motion recommending that total prohibition within a specified period should be laid down as the policy of Government, two Ministers voted for the motion while one remained neutral. Again in connection with the Indian Statutory Commission, the Chief Minister published a letter advocating co-operation without ascertaining that his colleagues or his party were of the same opinion. The other Ministers waited for the result of a meeting of the party, which left individual members free to follow their own course. Then came the motion in the Legislative Council recommending boycott of the Commission, from the final division on which the Chief Minister was absent while his two colleagues both refrained from voting. It was this difference of opinion which led to the resignation of the second and third Ministers.

15. *Ministers and appointments.*—In 1923 the Government found it necessary to revise the Business Rules regarding proposals for appointments and postings. The old rule was as follows :—

"All proposals for appointments and postings and all applications for leave shall, unless the Governor has delegated his power to a Member or Minister, be submitted to the Governor through the Member or Minister in charge. The form and manner in which such proposals shall be submitted and the procedure to be followed in obtaining the concurrence of the Council, where necessary, shall be governed by such general or special orders as the Governor may from time to time issue."

It was thought that this did not sufficiently emphasise the duty of the Governor—as representing the Sovereign, who is the fountain of office as of honour—to fill appointments in the public service. This duty had been laid down clearly in a despatch from the Court of Directors in 1846 which declared : "It rests with the Governor to select and nominate the best individuals whom he may consider to be best qualified, and to have the best claims to supply vacancies in office. To give effect to such nominations they must be made by the Governor in Council and must therefore be concurred in by a majority ; but the concurrence ought not to be withheld except in cases in which any Member of Council may be of opinion that there are specific objections to the person selected and in such cases it would be his duty to place his sentiments on record." The power of appointment had of course been largely delegated, sometimes by statutory rule, more often by convention, to different authorities, while the authority in which the power of initial recruitment vested depended very much upon the stage at which recruitment was made ; recruitments of the lowest class being generally vested in the heads of offices and those at higher stages in selection committees. Rules were then drafted making it clear that the power of appointment vested in the Governor, who would ordinarily consult the Member of Council or Minister in charge of the department before making his nomination ; this, however, was to be regarded as a matter of convention and was not expressly provided for in the rules. When these draft rules were sent to the Ministers, they apparently took exception to the infringement of what they considered their legitimate patronage ; and after further discussion the rules were amended and finally adopted in the following form :—

Appointments and postings shall be made in accordance with the following rules :—

(1) All correspondence dealing with appointments and postings shall be treated as strictly confidential and shall be kept as far as possible in the hands of gazetted officers of the Secretariat.

(2) Appointments may be divided into two classes—

(i) Those in recognized departments under their own departmental heads. In the case of appointments in any department controlled by the Board of Revenue other than the appointments of Deputy Collectors and Magistrates, the Board of Revenue will be regarded as the head of the department concerned. The Surgeon-General will be regarded as the head of the department in respect of the appointments of Director of Public Health and Assistant Director of Public Health and of appointments held by medical officers in the Medical College in conjunction with medical appointments at the Presidency town.

(ii) All those not under any recognized head, e.g., appointments of heads of departments themselves, Civilian appointments, the appointments of Deputy Collectors and Magistrates and appointments to local bodies.

(3) In the case of appointments of the first class the head of the department will prepare in duplicate in the subjoined form a note pointing out the vacancy and the conditions of appointment, and naming such persons as appear to be best qualified for the appointment, and will submit it to the Secretary in the department concerned. In the case of appointments of the second class the Secretary will himself prepare the form. Immediately on receipt or preparation, the Secretary will communicate one copy to the Member or Minister concerned and one to the Private Secretary to His Excellency the Governor.

The Governor will discuss the nomination to be made with the Member or Minister concerned on the next occasion on which he has an interview with him and will thereafter make his nomination, which will be formally communicated by the Private Secretary to the Secretary to the department, who will circulate it to the Member or Members of the Government concerned before orders issue.

Where an appointment concerns more than one department, copies of the note of the vacancy will be communicated to all Members of the Government concerned and they will all be given an opportunity of discussion with His Excellency the Governor before the nomination is made.

NOTE.—If a case is urgent, it shall not be necessary to submit it before the issue of orders to any member of the Government who is absent from the headquarters of the Government.

FORM.

Recommendations regarding Appointments and Postings, Department, No. , dated

Officer's name.	Appointment and posting now or last held.	Period for which held.	If returning from leave, duration on leave.	Proposed appointment and posting.
		Y. M	Y. M	

Date on which to take effect.	Probable duration of appointment.	Qualification in language of area in which to be employed.	Length of service.	Remarks by the head of the department [including cause of vacancy and reasons for supersession (if any) of officers and for transfer of officers otherwise than on promotion or reversion.]

(4) Provided that every proposal which relates to the filling, permanently or temporarily, of any of the following appointments,

or which involves the transfer or reversion of an officer holding any of these appointments or of any Indian Civil Service officer, shall be circulated to all Members of the Executive Council and not only to the Member in charge of the department—

(1) Any appointment usually held by an officer of the Indian Civil Service of or above the rank of Collector or District Judge, whether it is proposed to appoint an officer of the Indian Civil Service or not.

(2) Secretary, Deputy Secretary or Under Secretary to the Government.

(3) Chief Engineer for Irrigation.

(4) Secretary to the Board of Revenue.

(5) Inspector-General of Prisons.

(6) Inspector-General of Police.

(7) Presidency Port Officer.

(8) Advocate-General.

(9) Government Solicitor.

(10) Government Pleader and Public Prosecutor.

(11) Crown Prosecutor.

(12) Administrator-General and Official Trustee.

(13) Registrar of the High Court.

(14) Sheriff of Madras.

(15) Judges of the Madras Small Causes Court.

(16) Chief Presidency Magistrate.

(17) Judges of the Madras City Civil Court.

(18) Chief Conservator of Forests.

(5) Provided also that the same procedure shall apply *mutatis mutandis* in the case of the following appointments in transferred departments :—

(1) Inspector-General of Registration.

(2) Director of Public Instruction.

(3) Surgeon-General.

(4) Chief Engineer, Roads and Buildings.

(5) Director of Industries.

(6) Commissioner, Corporation of Madras.

(7) Director of Agriculture.

(8) Registrar of Co-operative Societies.

(6) No Member or Minister shall withhold his concurrence to a nomination made by the Governor unless he considers that there exist specific objections of material importance to the individual nominated on the grounds of unfitness for the particular office.

(7) Any Member of Council to whom under the preceding clauses the papers relating to any particular appointment in a reserved department would not be circulated may request the Secretary in the department or the Private Secretary to inform him as soon as it is known that such appointment will fall vacant,

and on receipt of the information and before a nomination to the appointment is announced, may request the Governor that for reasons assigned the case may be sent to him, and the case shall be sent to him accordingly. If a Member to whom a case is sent under this clause considers that specific objections of material importance on the ground of unfitness for the particular office exist to the individual selected for appointment, the case shall be returned to the Governor with the Member's remarks.

(8) If in any case relating to an appointment in a reserved department not dealt with under clause (4) any Member of Council is unable to concur in the Governor's nomination, no nomination shall be announced or given effect to until the Member has withdrawn his objection, or the Governor has made a nomination to which the Member does not raise such objection, or under the orders of the Governor the case has been circulated to all the Members or has been discussed in Council and the concurrence of a majority of the Council has been obtained.

(9) After the papers have been circulated in accordance with the preceding clauses the Secretary in the department will communicate the orders passed to the head of the department and will also in due course publish the necessary notification in the *Fort St. George Gazette*.

(10) Formal notifications embodying temporary grade promotions and reversions in the Indian Civil Service and the Police department will be submitted respectively by the Accountant-General and by the Inspector-General of Police through the Accountant-General, to the Secretary in the department concerned, who will order the notifications to be published without circulating them if the promotions and reversions follow seniority strictly and the Secretary has no reason to doubt that the Government would approve of them.

(11) In all cases such information relating to the appointments about to be made as may be in the Private Secretary's office and as may be required by the Secretary before filling up the recommendation roll referred to in clause (3) shall be previously obtained from the Private Secretary. Papers obtained from the Private Secretary under this rule should be returned to him with the recommendation roll.

(12) In the case of the appointments of District Judges who are not members of the Indian Civil Service, and in the case of Subordinate Judges and of Judges of the Madras City Civil Court and the Madras Small Cause Court, the Secretary in the department concerned will obtain from the Private Secretary such applications and information, if any, relating to the appointment about to be made as may be in the Private Secretary's office and will forward them demi-officially with any such applications and information as may be in the Secretariat to the Hon'ble the Chief Justice. The Secretary will point out the vacancy and conditions of appointment, and request the Hon'ble the Judges of the High

Court to be so good as to forward for His Excellency's information and consideration a list of persons whom they may consider to have reasonable claims to the appointment or to be suitable therefor, with their remarks regarding the qualifications and claims of the several persons in the list. The Secretary will request the Chief Justice to treat the papers forwarded to him as strictly confidential and to return them with his reply.

16. This matter evidently made a great impression upon the Ministers, for Sir A. P. Patro mentions it at some length in his Memorandum for the Muddiman Committee :—

"In this Province a question was recently raised that all appointments to the services vest in the Governor by virtue of a despatch of the Court of Directors which was not repealed or rather confirmed by section 95 or 133 of the Act and consequently Business Rules purporting to have been made in the exercise of the powers conferred by section 49, sub-section 2, of the Act were recently amended. The rule runs thus : 'All proposals for appointment and posting shall be submitted to the Governor. The form and manner in which such procedure is to be followed in obtaining the concurrence of the Council or the advice of the Ministry, where necessary, shall be governed by such general or special orders as the Governor may, from time to time, issue.' The legality and soundness of this amendment has been repeatedly challenged in the Legislative Council.

The appointment and transfer of officers employed in carrying out the administration of transferred subjects is part of the administration for which the Ministers are responsible to the Governor and the Legislative Council. Under section 52, clause 3, in relation to transferred subjects the Governor shall be guided by the advice of the Ministers unless he sees sufficient cause to dissent from their opinions in which case he may require action to be taken otherwise than in accordance with that advice. The correct procedure is that, except in special cases, the Governor will accept the advice of the Ministers. Any rule under section 49, clause 2, and any orders made in connection with the rule shall be treated as being the orders or act of the Government of the province. The power of making rules for the transaction of business is subject to an important restriction that any rule made for the purpose specified in the section which is repugnant to the provisions of any other rule made under the Act, shall, to the extent of that repugnancy, but not otherwise, be void. Devolution Rule 10 is definite on the point. Therefore, whatever might be the nature of the prerogative of the Governor in regard to the appointments to the public services on the reserved side, the provisions of the Government of India Act, section 45-B and Devolution Rule 10 govern the case of transferred departments."

17. In the Public Works department, the officers of which have to serve both the reserved and transferred sides of the Government, considerable difficulty and friction was experienced in dealing with

appointments, discipline, etc., until 1925 when the following working compromise was evolved :—

With reference to Rule 10 of the Devolution Rules, List A annexed to this memorandum exhibits the officers of the Public Works services over whom the authority vested in the Local Government is exercised by the Governor acting with the Minister in charge of the Public Works department (Roads and Buildings) ; and List B exhibits the officers over whom the authority is exercised by the Governor in Council.

2. With reference to Rule 11 of the Devolution Rules, the Governor is pleased to decide that the officers of the Public Works services shown in List C annexed to this memorandum who perform duties dealing with both 'Reserved' and 'Transferred' subjects shall be deemed to be serving in a 'Transferred' department and that the officers of the Public Works services shown in List D annexed to this memorandum who also perform duties dealing with both 'Reserved' and 'Transferred' subjects shall be deemed to be serving in a 'Reserved' department.

The authority over the officers in List C will therefore be exercised by the Governor acting with the Minister and that over the officers in List D by the Governor in Council.

3. The authority over the officers in the Waltair Circle headquarters will be exercised by the Governor in consultation both with the Minister in charge of Public Works department (Roads and Buildings) and with the Member in charge of Pubilc Works department (Irrigation).

ANNEXURES.

LIST A.

Officers of the Public Works services over whom the authority vested in the Local Government is exercised by the Governor acting with the Minister.

Officers in the—
Architectural Branch.
Sanitary Engineering Branch.
College of Engineering, Guindy.
Engineering School, Vizagapatam.
Do. Trichinopoly.
Madura Drainage division.
Coimbatore water-supply scheme.
Office of the Chief Engineer (Roads and Buildings).

LIST B.

Officers of the Public Works services over whom the authority vested in the Local Government is exercised by the Governor in Council.

Officers in the—
Cauvery Gauging division.
Tank Restoration Subdivision, Waltair Circle.

Tank Restoration Subdivision. Chittoor.
Do. Salem.
Do. Trichinopoly.
Cauvery-Mettur Project Circle and divisions.
Grand Anicut Special division.
Kattalai Anicut Special division.
Office of the Chief Engineer (Irrigation).
Hydro-electric division.
The Boiler Inspection staff.
The Electric Inspector and his staff.

LIST C.

Officers in the Public Works services who are deemed under Devolution Rule 11 *to be serving in a 'Transferred' department.*

Officers serving in the Madras and Coimbatore Circle headquarters and in the following divisions :—

Ganjam.	Bellary.
Vizagapatam.	Kurnool.
Koraput.	Madanapalle.
Godavari (North).	Salem.
Nellore.	West Coast.
North Presidency.	North Arcot.
South Presidency.	Tinnevelly.
Chingleput.	Coorg.

Officers serving in the Public Works Workshops and Stores division. The Electrical Engineer, his Assistant and staff.

LIST D.

Officers in the Public Works services who are deemed to be serving in a 'Reserved' department.

Officers serving in the Trichinopoly and Bezwada Circle headquarters and in the following division :—

Godavari Head Works,	Coimbatore,
Do. East,	South Arcot,
Do. West,	Cauvery,
Kistna, East,	Vennar,
Do. West,	Trichinopoly, and
Do. Central,	Madura.

The arrangement cannot be logically defended and it cannot obviate all difficulties, but, on the whole, it works well.

18. The Justice Ministries, formed from a party pledged to secure a fairer distribution of appointments among the various communities, naturally tended to use their power of patronage to introduce a larger proportion of non-Brahmans into the various departments under their control. The extent to which their

attempts in this direction were carried is apparent from the terms of the following Government Order issued in August 1922 :—

In a resolution passed at their meeting held in August 1921, the Legislative Council made a recommendation to the Government to the effect that, with a view to increasing the proportion of posts in Government offices held by non-Brahman communities, the principles prescribed for the Revenue Department in Board's Standing Order No. 128 (2) * be at once extended to all departments of the Government and be made applicable, not only to the principal appointments, but to posts of all grades, and that the Government should issue orders accordingly and insist on their being enforced, and that to this end half-yearly returns showing the progress made should be submitted by the head of each office and that such returns should be made available to the members of the Legislative Council.

2. In giving effect to this resolution in G.O. No. 613, Public, dated the 16th September 1921, the Government called for a return showing the number of men newly entertained in the permanent service of Government during each half-year, classifying them under six main subdivisions. The first half-year's returns compiled under this order have now been received. . . It will be seen that the general percentage of new appointments from the several communities in the half-year ending 31st December 1921 is Brahmans 22 per cent, non-Brahman Hindus 48, Indian Christians 10, Muhammadans 15, Europeans and Anglo-Indians 2, others 3.

3. In circulating these returns, the Government are not unaware that some dissatisfaction has been expressed with the fact that they are confined to persons newly entertained, and a resolution was tabled for the substitution for them of returns of all appointments whether permanent, temporary or acting and whether the officers appointed were appointed for the first time or promoted from subordinate grades. The Government have examined the question of extending the scope of the returns in the sense suggested and are disposed to agree that some amplification is necessary if the returns are to show the progress made in the carrying out of the policy in the matter of the representation of various communities in the public service which is expressed in the Board's Standing Order, namely, that endeavours should always be made to divide the principal appointments in each district among the several castes. The Government recognize that, if the principal appointments are to be divided among the several communities, the lower appointments from which recruitment is made to them must be likewise divided, and are quite prepared to agree that, in order to give effect to this policy, other things being equal, the principle specified in

* " Collectors should be careful to see that the subordinate appointments in their districts are not monopolised by the members of a few influential families. Endeavours should always be made to divide the principal appointments in each district among the several castes. A proportion of the taheildars in each district should belong to castes other than the Brahman, and it should be a standing rule that the two chief revenue servants in the Collector's Office should be of different castes."

the Board's Standing Order should be given effect to both at the time of initial recruitment and at every point at which men are promoted wholly by selection and not by seniority. At the same time they have been unable to devise any form of return which would illustrate satisfactorily the progressive enforcement of such a policy as regards all the stages at which promotions, whether permanent, acting or temporary, are made, and His Excellency the Governor in Council, with the concurrence of his Ministers, has come to the conclusion, after careful consideration of the question, that the only way in which to secure satisfactory information as to the representation of the various communities in the different branches of the public service is to have a return made out once a year showing the extent to which each of the six main subdivisions is represented in each department. A comparison of any year's return with that for the previous year will then show the extent of the progress made in any particular department. The return will be confined to non-gazetted officers and will be divided into two sections—one for officers drawing Rs. 100 and over and the other for officers drawing from Rs. 35 to Rs. 100. All heads of departments will be requested to secure from the offices subordinate to them a return of all the officers in the non-gazetted service who held permanent appointments on Rs. 35 and upwards on the 1st April 1922. These returns should be submitted in time for publication by 1st October. A fresh return for the year ending 31st March 1923 should be submitted not later than August 1925.

4. In the case of officers in the gazetted service, the Government propose to accept the suggestion made in another resolution which was moved in the course of the last session to the effect that a column indicating the community to which each officer belongs should be added to the Quarterly Civil List. For the purpose of this entry, all heads of departments will be requested to call upon the officers whose names appear in the Civil List to declare to which of the six main subdivisions they belong and to send the return to the Superintendent, Government Press. The Superintendent, Government Press, will be requested to suggest a set of simple symbols which can be inserted after the names of officers so as to indicate to which of the six communities they belong.

5. Further, in pursuance of the desire, which has been repeatedly expressed in the Legislative Council and with which the Government have every sympathy, that the public offices in language areas should be manned, as far as possible, by persons belonging to those language areas, all heads of offices in Telugu districts and in Oriya tracts will be instructed to keep a record of all persons not belonging by origin to those districts or tracts, respectively, and to take steps so far as possible to reduce the proportion whenever opportunity offers. . .

6. The Government hope that the instructions given will suffice to meet the desires of members of the Legislative Council and others who have interested themselves in this matter and that

the policy of Government being thus clearly declared, the demand for further statistics in regard to representation of communities, castes or sub-castes in the public services generally or in particular offices will cease.

Perhaps the most striking example was in the Registration department where the interests of non-Brahmans were furthered not only in making first appointments but also in making promotions and a situation was produced which called for the issue of orders to the following effect in 1924 :—

"The Inspector-General should be clearly informed that in the matter of promotions within the cadre of these officers he must treat the matter according to the fitness of the officer and not with any communal idea. It is in the matter of original appointments to the cadre that the balancing of the two communities should be made."

A similar question also arose in the Education department, but not in such an acute form.

D. *The Distribution of Business between Members of Council and Ministers—*

19. The Distribution of Business between Members of Council and Ministers is ordered by the Governor by means of Rules of Business issued under section 49 (2) of the Government of India Act. The distribution is naturally changed from time to time with reference to the particular experience or aptitudes of individual Members of Council or Ministers.

The present distribution of business is as follows :—

A. MEMBERS OF THE EXECUTIVE COUNCIL.

The Hon'ble Sir NORMAN MARJORIBANKS, K.C.I.E., C.S.I., I.C.S.

I.—Provincial Subjects.

1. Land Revenue administration as described under the following heads, namely :—
   - (*a*) Assessment and collection of land revenue.
   - (*b*) Maintenance of land records.
     Survey for revenue purposes.
     Records of rights.
   - (*c*) Laws regarding land tenures.
     Relations of landlords and tenants.
     Collection of rents.
   - (*d*) Court of Wards, encumbered and attached estates.
   - (*e*) Land improvement and agricultural loans.
   - (*f*) Colonization and disposal of Crown lands.
   - (*g*) Management of Government estates.
   - (*h*) Panchayat forests.
2. Water-supplies, irrigation and canals, drainage and embankments. Water storage and water power.
3. Inland waterways including shipping and navigation thereon,

4. Economic condition including wages and prices and famine-relief.
5. Land acquisition, excepting notifications under sub-section (1) of section 4 and declarations under sub-section (1) of section 6 of the Land Acquisition Act, 1894, where the public purpose referred to in the said sub-sections appertains to a transferred subject.
6. Development of mineral resources.
7. Protection of wild birds and animals.
8. Agency tracts.
9. Pounds and prevention of cattle trespass.
10. Elections for Indian and Provincial legislature.
11. Fortnightly reports and preliminary special reports to the Government of India.
12. General service questions.
13. Provincial Gazetteers.
14. Office procedure.
15. Secretariat.
16. Yeomiahs, inams and hereditary pensions.
17. Matters of a general nature not allocated elsewhere.

II.—Central Subjects.

1. Geological survey.
2. Mineral development.
3. Botanical survey.
4. Survey of India.
5. Zoological survey.
6. Meteorology.
7. Census and Statistics.
8. All-India services.
9. Territorial changes.
10. Immovable property in possession of the Governor-General in Council.
11. Public Services Commission.
12. Reforms.

The Hon'ble Khan Bahadur MUHAMMAD USMAN SAHIB Bahadur.

I.—Provincial Subjects.

1. Police, including Railway Police and C.I.D.
2. Regulation of betting and gambling.
3. Prevention of cruelty to animals.
4. Control of poisons.
5. Control of vehicles.
6. Control of dramatic performances and cinematographs.
7. Control of newspapers, books and printing presses.
8. Laccadives.
9. European vagrancy.
10. European and Anglo-Indian education.
11. Regulation of medical and other professional qualifications and standards,

12. Government Houses, Staff and equipment of His Excellency the Governor.
13. Stationery and Government Presses.
14. Industrial matters included under the following heads :—
    (*a*) Factories.
    (*b*) Settlement of labour disputes.
    (*c*) Boilers.
    (*d*) Gas.
    (*e*) Smoke nuisances.
    (*f*) Welfare of labour including depressed classes.
15. Criminal tribes.

II.—Central Subjects.

1. Control of petroleum and explosives.
2. Central police organization.
3. Arms and ammunition.
4. Emigration and immigration.
5. Pilgrimage to the Hedjaz.

The Hon'ble Mr. T. E. Moir, C.S.I., C.I.E., I.C.S.

I.—Provincial Subjects.

1. Provincial finance.
2. Pensions.
3. Local Fund audit.
4. Preservation and translation of ancient manuscripts.
5. Central Record office.

II.—Central Subjects.

1. (*a*) Defence of India.
   (*b*) Naval and Military works and cantonments.
2. External relations, including naturalization and aliens and pilgrimage beyond India except to the Hedjaz.
3. Relations with States in India.
4. Political charges.
5. Communications.
6. Posts and telegraphs and telephones, including wireless installations.
7. Sources of all-India revenues.
8. Currency and coinage.
9. Public debt of India.
10. Savings banks.
11. Indian Audit department.
12. Commerce, including banks and insurance.
13. Trading companies and other associations.
14. Opium (central questions regarding—).
15. Central research.
16. Ecclesiastical.
17. Archæology.
18. Regulation of ceremonial, titles, orders, precedence and civil uniform.
19. Subjects not allocated elsewhere.

The Hon'ble Mr. M. KRISHNAN NAYAR.

I.—Provincial Subjects.

1. Administration of justice, including constitution, powers, maintenance and organization of courts of civil and criminal jurisdiction within the province.
2. Provincial Law reports.
3. Administrator-General and Official Trustees.
4. Escheats.
5. Coroners.
6. Treasure trove.
7. Non-judicial and judicial stamps.
8. Prisons and prisoners.
9. Industrial matters included under the following head :—
   Electricity, including hydro-electric schemes.
10. Forests (including Cinchona) except panchayat forests.
11. Minor ports.

II.—Central Subjects.

1. Civil law.
2. Inventions and designs.
3. Copyright.
4. Criminal law.
5. Major ports.
6. Shipping and navigation.
7. Lighthouses.
8. Port quarantine and marine hospitals.

B. MINISTERS.

The Hon'ble Dr. P. SUBBARAYAN.

1. Education (other than European and Anglo-Indian education).
2. Libraries, museums and zoological gardens.
3. Light and feeder railways and tramways within municipal areas.
4. Local Self-Government including village panchayats.
5. Religious and charitable endowments.

The Hon'ble Mr. S. MUTHIAH MUDALIYAR.

1. Adulteration of foodstuffs and other articles.
2. Excise.
3. Registration.
4. Medical administration.
5. Pilgrimages within British India.
6. Public health and sanitation and vital statistics.
7. Weights and measures.

The Hon'ble Mr. M. R. SETURATNAM AYYAR.

1. Agriculture.
2. Civil Veterinary department.

3. Co-operative societies.
4. Development of Industries.
5. Public Works (buildings, roads, ferries, roadways, etc.).
6. Fisheries.

20. The general rule is that a case requiring orders of Government is disposed of by or under the orders of the Member of Council or Minister in charge of the department to which the case belongs. The rules however provide that the following cases must be submitted to the Governor before orders are issued :—

(*a*) All proposed resolutions on administration reports,

(*b*) all proposed orders involving important principles or any material departure from previous policy,

(*c*) all correspondence with the Secretary of State, the Government of India or the High Court, except correspondence on routine matters,

(*d*) all proposals involving legislation, the imposition of taxation, or the raising of a loan,

(*e*) all proposals for a substantial increase or diminution of the powers of heads of departments,

(*f*) all proposed orders dismissing, reducing or otherwise punishing certain specified officers, including orders on appeals from punishments imposed by heads of departments ; all cases in which the conduct of a gazetted officer is involved ; and all cases affecting the personal interests of any officer or class of officers,

(*g*) all cases which the Secretary concerned considers to be of major importance or which any Member or Minister may ask to have circulated to the Governor,

(*h*) any case or class of cases which the Governor specially directs to be submitted to him.

All proposals for appointments and postings shall be submitted to the Governor.

21. A certain amount of difficulty is caused by cases which affect both reserved and transferred departments ; for instance, if papers in a reserved department affect or are required for the disposal of a case in a transferred department, or vice versa, the Secretary of the department to which the papers belong shall ordinarily comply with the requisition for them ; but if he objects, he must before refusing to comply with the requisition take the orders of the Member or Minister in charge of the department who in turn may send the case to the Governor. In all other cases in which a Member of Council wishes to see papers in a transferred department, or a Minister to see those in a reserved department, the papers may not be supplied without the orders of the Minister or Member in charge of the department to which they belong, who, if he wishes to refuse the requisition, should refer the matter to the Governor or record a note for the Governor's consideration, which shall be submitted to the Governor through the Minister or Member in charge of the department to which the case belongs. The Governor may order either on his own initiative or at the

request of a Member of Council or Minister that any paper in any department whether reserved or transferred shall be sent to any Member or Members or Minister or Ministers or shall be considered by the Governor sitting with both his Executive Council and his Ministers. In the latter case, the Secretary of the department to which the case belongs prepares a brief "Note for the Cabinet" setting out all the facts of the case and the points for decision. The Finance Member may call for any papers in which financial considerations are involved ; and in cases of doubt to which department any case, whether reserved or transferred, belongs, or of disagreement between departments regarding any point arising in such a case, the decision rests with the Governor.

Generally speaking, the rules of business may be said to have worked easily and without friction ; no important cases have been quoted in which Members of Council have interfered in the administration of transferred subjects, nor Ministers in the administration of reserved subjects. Nor has it been necessary to invoke the assistance of the Governor to decide disputes with regard to the supply of papers by one department to another. Except in the relations between the Finance department and other departments in the Secretariat which are dealt with in paragraph 35 below there has been no friction between one department and another.

22. *Joint sessions of the Governor with Members of Council and Ministers* are provided for—

(*a*) in Devolution Rule 9 (1) when there is a disagreement between a Member of the Executive Council and a Minister regarding the action to be taken in a matter which affects substantially the administration both of a reserved and of a transferred subject,

(*b*) in Devolution Rule 30, dealing with proposals for raising taxation or for the borrowing of money,

(*c*) under Business Rule 15 which empowers the Governor either on his own initiative or at the request of a Member or Minister to refer any paper to a joint session of both the halves of Government. The number of meetings of the whole Cabinet called for any of these purposes or to discuss any other matter upon which the Governor wished to obtain the views of both halves of his Government are given below for each year since the introduction of the Reforms and compared with the number of formal meetings of the Executive Council :—

Year.	Meetings of	
	Cabinet.	Council.
1921	46	3
1922	46	2
1923	34	3
1924	17	3
1925	26	11
1926	18	21
1927	19	19

No record has been kept of meetings of the Ministers alone, nor of conferences at which one or more Members of Council and one or more Ministers were present, nor of the frequent informal consultations between individual Members and Ministers and His Excellency. Nor can it be said that any of the joint meetings were specifically held under Devolution Rule 9 (1) or under Devolution Rule 30. But it has always been the practice to discuss the Budget —which includes proposals for borrowing—at joint meetings of both parts of the Government. The number of meetings each year at which budget questions or loans or the utilisation of funds made available by the remission of the provincial contributions were discussed were—

1921	5 Meetings.	1924	2 Meetings.
1922	5 Meetings at 2 of which proposals for taxation were discussed.	1925	7 ,,
		1926	2 ,,
		1927	3 ,,
1923	3 Meetings.		

23. It will be seen that in the earlier years joint meetings of both the halves of the Government were almost an invariable rule. This feature of the early administration of the reformed constitution in Madras was brought to the notice of the Government of India in paragraphs 14 and 15 of letter No. 532, Public, dated 28th July 1924 :—

A matter which in the opinion of His Excellency the Governor in Council should not be left unnoticed is the working of the dyarchic system as it has affected the Government itself, and in particular the working of the 'Cabinet' system as it has been developed in this Presidency. In paragraph 10 of Mr. Lloyd's letter it is pointed out that during the first two and a half years of the reformed scheme the Executive Council had met separately only on seven occasions, while, in the same period, no less than 114 'Cabinet' or joint meetings were held. As there stated the result of this system of joint consultation has been to secure a large measure of agreement, but it must be admitted that in so far as it tended to impose joint responsibility for the decision of the Government, it is inconsistent with the scheme of dyarchy as visualized by the Joint Select Committee and as intended in the Act, and has been attended with some inconvenience.

Joint consultation between the two parts of the Government has from the first been laid down as essential and has not been without the advantage of increasing the influence of Ministers in the Councils of the Government and in extending that influence over the whole range of Government activities. It has also resulted, as the Ministers themselves would probably admit, in giving them the advantage of the steadying influence of the wider administrative experience enjoyed by their colleagues of the reserved half, and His Excellency the Governor in Council regards it as one of the most encouraging symptoms that Ministers have been ready to weigh well the advice thus given them, as well as that of the

Secretaries and heads of departments under them. On the other hand it must be observed that, on the 'reserved' side, more particularly in correspondence with the Government of India, the attempt to obtain by compromise a formula which would represent the views of both parts of the Government has more than once led to the issue by the Governor in Council of letters which can hardly be said to represent the real views of the Governor in Council, while it may be imagined that, on their part, the Ministers have been not infrequently embarrassed in their relations with their party and with the Legislative Council by the restrictions on their freedom of action induced not merely by the *advice* of their colleagues on the 'reserved' side (which was all that the system contemplated) but by the attempts to arrive at and carry out decisions of a Joint Government. It has indeed been suggested that such embarrassments are attributable to the system of dyarchy as such. This argument appears only to be true in the sense that, if there had been no dyarchy at all, these difficulties would not have arisen. It cannot be said that they are a necessary consequence of the dyarchic system as formulated in the Act and Rules. If that system had been worked as it was intended to be worked, the Ministers in their own sphere would not have been subject to these embarrassments. Numerous instances could be given of the difficult position in which Ministers have been placed by the attempt to work by a Joint Government what was intended to be dyarchic.

24. The few instances of Ministers' difficulties which have been quoted are either cases in which there have been differences of opinion between the administrative department and the Finance department, or cases where the Governor, supporting a head of a department and differing from a Minister, ordered under Business Rule 15 that the paper be circulated to all Members of Council and Ministers. Cases of the first sort can hardly be regarded as breaches of the dyarchic system ; for all the cases quoted are cases in which a reference to the Finance department was necessary under the Devolution Rules.

25. *Comparison of the cost of the present Executive Government with the pre-reform Government.*—The pre-reform Government apart from His Excellency the Governor consisted of three Members of the Executive Council for whom three steno-typists and twenty-one peons were provided. The cost of this establishment was Rs. 1,99,600 a year. The reforms led to the creation of the fourth Member of Council and three Ministers and an additional staff of 4 steno-typists and 24 peons. The cost of this additional staff is Rs. 2,30,000 a year which brings the total cost of the present Executive Government up to Rs. 4,29,600 a year.

The cost of Members of the Government's tours has also risen from under Rs. 20,000 a year to Rs. 80,000 a year or more.

E. *Secretariat*—

26. The Secretariat is now organized into seven departments each under a Secretary to the Government. The Secretaries are

Secretaries to the Government as a whole and not to any particular Member of Council or Minister. The present distribution of business is as follows :—

CHIEF SECRETARY.

Judicial department.

Police.
Triplicane Poor-house.

Political department.

Carnatic stipends.
Ceremonial honours.
Consuls—British Consul at Pondicherry and Foreign Consuls.
Governor—
  Contract grant.
  Residences—Construction, maintenance and furnishing.
  Staff and household.
  Tour expenses.
Indian Chiefs and States.
Political detenus.
Titles.
Uniforms.
Warrant of precedence.

Public department.

Administration Report, Presidency.
Air Forces.
Arms and explosives.
Board of Examiners.
Civil Lists—Preparation.
Criminal Investigation department.
Criminal Justice—
  Criminal Procedure and Indian Penal Codes (prosecutions for political offences only).
  General questions relating to criminal courts.
  Magistrates (other than honorary)—Suspension, removal, etc.
  Remission and commutation of sentences in cases where political considerations are involved.
European Vagrancy Act.
Executive Council—Business in.
Foreigners—
  Foreigners Act and Ordinance.
  Foreign Missions.
  Foreigners trading.
  Naturalization.
Fortnightly Report.
General (i.e., questions of a general nature which cannot be allocated to any particular department).
Government Servants' Conduct Rules.

Public department—cont.

Government Service—General questions.
Land Returns—General questions.
High Court Judges—Leave and appointments.
Indian Civil Service and Listed Posts.
Military—
  District Soldiers' Committees.
  Ex-army men.
  Garrisons.
  Indian Army Reserve of Officers.
  Indian Defence Force, etc.
  Madras Soldiers' Board.
  Movement of troops.
  Roads of military importance.
Navy.
Office procedure.
Petition rules—General questions.
Press and registration of books.
Public holidays.
Publicity—
  Editors' Table.
  Reuters' and News Agency telegrams.
Public Service Commission.
Reforms—General questions.
Religious disputes.
Reports on matters of political or administrative importance.
Secretariat—
  Buildings.
  Central Issue branch.
  Establishments—Additions to and general questions relating to pay and allowances.
  Library.
  Manual.
  Move to and from Stonehouse Hill—Dates.
  Record Office.
Separation of Judicial from Executive functions.
Special tests—General questions.
Staff Selection Board.
State prisoners.

Secretary, Development department.

Agriculture.
Cinchona.
Co-operation.
Factories.
Fisheries.
Forest, except ryots' forests and forest panchayats.
Industries.
Inventions and designs.

Secretary, Development department—cont.

Mines.
Trade.
Veterinary.
Weights and measures.

Secretary, Finance department.

Account Codes.
Allowances—General questions and Manual.
Audit and Appropriation Reports.
Budgets and accounts.
Civil Service Regulations.
Fundamental Rules.
Grants, loans and advances—General questions.
Leave—General questions.
Losses and defalcations.
Pensions—except political or hereditary.
Reforms—Financial.
Travelling Allowance Rules.
Central Subjects—
  Archæology.
  Customs.
  Ecclesiastical, including cemeteries and tombs and Indian Christian Marriage Act.
  Epigraphy.
  Income-tax.
  Meteorology.
  Salt.
  Marine.
Miscellaneous—
  Donations for charitable purposes—Other charitable institutions and miscellaneous.
  Liveries and clothing.
  Madras Record Office.
  Move of Secretariat to the Hills except fixing of dates.
  Rewards for saving life and property.
  Secretariat Cash Bureau.
  Stationery and Printing.
  Stores.

Secretary, Law and Education department.

Acts.
Administrator-General.
Bills.
Bills—Drafting.
Breach of Contract Act.
Cantonments Act.
Carbide of calcium.
Census.
Certificate of age and qualification.

Secretary, Law and Education department—cont.

Cinematograph Act.
City Tenants' Protection Act.
Civil Justice.
Civil Orphan Asylums.
Companies.
Criminal Justice—
  Additional and Assistant Sessions Judges (except appointment of Additional Sessions Judges).
  Criminal Justice Report.
  Criminal Procedure and Indian Penal Codes (excluding prosecutions for political offences).
  Petitions for mercy from sentences of death.
  Petitions from convicts including Port Blair convicts.
  Presidency Magistrates.
  Remission and commutation of sentences (where no political considerations are involved).
Criminal lunatics.
Education.
Elections.
Estates Land Act.
Examinations (except Public Service Notification and Board of Examiners).
Extradition.
Hackney Carriages Act.
Indian Poisons Act.
Jails—
  Jails.
  Prisoners' Homes.
Kazis Act.
Landlord and tenant.
Law officers.
Legislation.
Legislative Council.
Legislative publications.
Libraries.
Life Assurance Companies.
Magistracy—
  Bench Courts.
  Criminal appeals.
  Criminal powers.
  Honorary Magistrates.
Motor Vehicles Act.
Museums.
Official Trustee.
Passports including certificates of identity.
Petroleum.
Pilgrims to the Hedjaz.
Prevention of Cruelty to Animals Act.
Provident Insurance Societies.

Secretary, Law and Education department.—cont.

Reformatories.
Registration of births, deaths and marriages.
Registration of deeds and documents.
Royal Humane Society.
Rules and Orders.
Scrutiny of notifications.
Stage Carriages Act.
Towns Nuisances Act.
Translators to Government.
Treasure Trove.
Village Courts Act.

Secretary, Local Self-Government department.

Adulteration of food-stuffs.
Audit reports of local bodies.
Choultries.
Corporation of Madras.
Langerkhanas except the Triplicane poor-house.
Local boards.
Medical.
Monegar Choultry.
Municipal councils.
Pilgrimages within British India.
Places of Public Resort Act.
Public Health.
Religious and charitable endowments.
Sanitation.
Tramways (Municipal).
Town-planning.
Village Panchayats.
Vital statistics.

Secretary, Public Works and Labour department.

Aircraft and all matters connected therewith except Air Forces.
Boilers.
Canals—Irrigational and Navigable.
Criminal Tribes Act.
Depressed classes.
Electricity.
Emigration and Immigration except European vagrants and foreigners.
Ferries maintained by Government.
Hydro-electric schemes.
Irrigation (Major works).
Labour.
Planters' Labour Act.
Public Works.
Railways.
Rivers—Conservancy.

Secretary, Public Works and Labour department—cont.

Roads maintained by Government.
Posts, Telegraphs and Telephones including Wireless installation.
Trade disputes.
Trade Unions.
Workmen's Compensation Ac

Secretary, Revenue department.

Agency tracts.
Agricultural statistics.
Board of Revenue (General).
Constitution of districts, divisions and taluks—Transfer of villages.
Court of Wards and Zamindars—Impartible Estates Act.
Deputy Collectors.
District Gazettes and Gazetteers.
Economic condition (including prices and wages).
Escheats.
Excise—Abkari, opium and other drugs.
Famine.
Floods.
Forest panchayats and ryots' forests.
Inams.
Irrigation (Minor works)—
  Minor Irrigation works.
  Do. Establishment.
  Navigation.
  Water-rate.
Laccadives.
Land—
  Acquisition.
  Alienation.
  Assignment.
Land Records.
Land Revenue—
  Revenue Recovery Act.
  Land Revenue (Miscellaneous).
  Land Revenue (Establishment).
  Land Revenue (Buildings).
Loans.
Pensions—hereditary, not being political.
Pounds.
Season.
Settlement—Kistbandi.
Special Funds.
Stamps.
Survey—Boundary disputes.
Treasuries.
Village accounts.
Village establishments.
Wild animals.
Yeomiahs.

27. Since 1920 considerable additions have been made to the Secretariat staff and there has been considerable reorganization and redistribution of business between the various departments. The chief features of this reorganization have been the constitution of a separate Finance department and the replacement of the two Chief Engineers who were also ex-officio Secretaries to Government in the Public Works department by a Civilian Secretary. The additional officers now employed as compared with 1920 are—

Department.	Permanent.	Temporary.
Finance Secretariat.	(1) Secretary—Pay admissible to Collectors under the superior scale of pay applicable to Indian Civil Service officers *plus* a special pay of Rs. 250 per mensem. (2) One Deputy Secretary (Grade pay of Indian Civil Service officers under the superior scale *plus* a special pay of Rs. 200 per mensem).	(1) One Assistant Secretary on Rs. 500—50—800 for six months for budget work.
Law Secretariat.	One Under Secretary for Legislative drafting work.	Nil.
Local Self-Government Secretariat.	(1) One Deputy Secretary in lieu of one permanent Under Secretary (Grade pay of Indian Civil Service officers under the superior scale *plus* Rs. 200 per mensem). (2) One Assistant Secretary on Rs. 500—50—800.	Nil.
Public Works and Labour Secretariat.	(1) Secretary—Pay admissible to Collectors under the superior scale of pay applicable to Indian Civil Service officers *plus* a special pay of Rs. 250 per mensem. (2) One Assistant Secretary on Rs. 500—50—800 per mensem.	Nil.

Other additions to the staff have been made from time to time as necessity arose.

28. *The Chief Secretariat.*—The Chief Secretariat was strengthened by the addition of one superintendent and one upper division clerk. The number of lower division clerks was reduced by one.

The Central Issue and Record Branches were also strengthened by the addition of three lower division clerks, two typists and two attenders.

29. *The Finance Secretariat.*—The post of Deputy Secretary in the Finance Secretariat, which was created temporarily in November 1922, has since been made permanent. Two posts of Assistant Secretary have been abolished, while the establishment has been increased by the appointment of two superintendents and three upper division clerks and by two shorthand and typewriting clerks. Prior to the Reforms, the following additional staff was usually sanctioned for the preparation of the budget for periods varying from five to five and a half months:—

2 Superintendents.
3 Upper division clerks.
1 Typist.
1 Attender.

In 1921, the period of employment of this staff was extended to six months. In 1923, the temporary staff was increased by two superintendents, five upper division clerks and one steno-typist. On the abolition of the two Assistant Secretaries, a temporary post of Assistant Secretary was created for six months. In 1924, the work of compiling the Civil Budget Estimates was taken over from the Accoutant-General and the staff was further strengthened by the appointment of an additional superintendent and four clerks for periods varying from eight to nine months. The following staff is now employed in connexion with the preparation of the budget for the periods noted:—

Staff.	Months.
One Assistant Secretary	6
One Superintendent	$8\frac{1}{2}$
Four Superintendents	6
Two clerks	9
Two do.	8
Four do.	6
One clerk	5
Four clerks	$4\frac{1}{2}$
Two steno-typists	6
One attender	6
Two peons	6

In view of the revised financial arrangements which came into force on the introduction of the Reforms, it was found necessary to take up the revision of the several financial codes relating to the provincial expenditure. A temporary staff consisting of a special accounts officer and the undermentioned subordinate establishment was accordingly sanctioned for the purpose during the latter part of 1924-25:—

1 Superintendent.
1 Upper division clerk.
1 Public Works Divisional Accountant.
2 Steno-typists.
3 Peons.

The work was completed by the end of July 1927. Sanction was accorded for the employment from 15th July 1927 to 14th April 1928 of a temporary staff for the maintenance and interpretation of the Financial Codes and to assist departments of the Secretariat in the revision of their departmental codes and manuals. This staff consisted of 1 Superintendent, 1 upper division clerk and 1 steno-typist; it was disbanded from 15th April 1928.

30. *The Revenue Secretariat.*—One drafting section consisting of a superintendent and three upper division clerks was temporarily added to the staff of the Revenue Secretariat in 1925. This staff has been made permament with effect from the beginning of 1927.

31. *The Development Secretariat.*—The Development Secretariat has been strengthened by one upper division clerk.

32. *The Law Secretariat.*—With effect from the 1st March 1924, the temporary post of Assistant Secretary created in the Law department for Legislative drafting work has been retained permanently. The designation of the post has been changed to Under Secretary and a special pay of Rs. 200 sanctioned. The maximum pay of the post including the special pay is, however, restricted to Rs. 1,200 per mensem. The following staff has also been sanctioned permanently for that officer:—

1 Superintendent.
1 Upper division clerk.
1 Lower division clerk.
1 Steno-typist.
1 Attender.
2 Peons.

The Law Secretariat has been further strengthened by the addition of three permanent upper division clerks.

33. *The Local Self-Government Secretariat.*—The Local Self-Government Secretariat was strengthened by the appointment of a Deputy Secretary and of an Assistant Secretary, the permanent post of Under Secretary attached to that Secretariat being abolished. An additional staff of three superintendents and four upper division clerks has been permanently sanctioned.

34. *The Public Works and Labour Secretariat.*—The following establishment was sanctioned for the newly constituted Public Works and Labour Secretariat:—

5 Superintendents.
15 Upper division clerks.
4 Lower division clerks.
1 Steno-typist.
1 Typewriting clerk.
1 Attender.
1 Duffadar.
9 Peons.

The total cost of the present permanent Secretariat establishments is Rs. 9·34 lakhs a year as compared with Rs. 4·83 lakhs a year, the cost of the establishment employed before the Reforms,

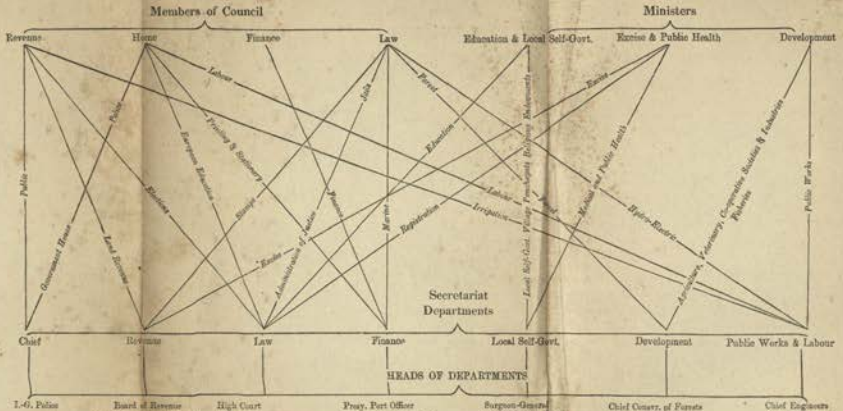
35. A distinct position and definite functions are assigned to the Finance department by Devolution Rules 36 and 45. The finances of the province being based on an allocation of the sources of revenue hardly admit of that degree of elasticity which is imported into Imperial and Central finance by the annual fixation of the rates of taxation. The general procedure in dealing with the provincial finance is first to estimate the amount available for expenditure, then to distribute this amount over the standing charges, and finally to allot any balance to the financing of such new schemes as can establish priority. It follows from this that the functions of the Finance department of a province are largely statistical and advisory. Apart from the duties laid upon it of ensuring that proper financial rules are framed for the guidance of the administrative departments, that suitable accounts are maintained, that the famine insurance fund is properly built up and employed and that proper arrangements are made for the raising and the future service of loans, the Finance department is an adviser and in no sense a controller of the administrative departments. One peculiar feature of its position is the different degree of influence which its advice has upon the two halves of the Executive Government. Once the Finance department has given its advice, it is open to a Minister to reject it on his own responsibility, and the only remedy which the Finance department has is the right to require a reference to the Governor. In the case of reserved departments, however, the advice of the Finance department is in practice never overruled except by a majority of the Members of the Executive Council. There is little or no foundation in the rules governing the relations between the Finance department and other departments of the Secretariat for the belief that the Finance department is competent to impose its will on other departments. It can only advise; it cannot insist upon its advice being taken. The matters in which the Finance department chiefly comes into conflict with the other departments of the Secretariat are—

(1) the schemes of new expenditure put forward by departments which under Devolution Rule 37 (*g*) (iii) the Finance department is bound to examine and advise upon,

(2) its exercise of the powers of reappropriation under Devolution Rule 38, and

(3) the framing and enforcing the observance of financial rules.

The exact functions of the Finance department under the present constitution were defined by the local Government in an order issued in January 1927. Before the issue of this order the effect of the Reforms of 1920 had not been fully appreciated and in consequence there was in the earlier years of the Reforms considerable misapprehension of the powers of the Finance department; and this, together with the financial stringency which obtained in those years, led to the criticisms of the Finance department which are contained in the memoranda submitted by



(To face page 170)

Ministers to the Muddiman Committee in 1924. But even when the position of the Finance department is fully realised, the statutory duties imposed upon it by the Devolution Rules inevitably and properly lead to constant arguments and discussions with other departments, especially in the examination of schemes of new expenditure and proposals for expenditure on new services. But no case has been quoted in which the Finance department has exceeded its powers; though there have been occasions on which exception has been taken to the forcible language in which its advice was expressed. Sir A. P. Patro wrote in 1924 that "the exercise of powers relating to reappropriation has led occasionally to bitter relations between the Finance department and the administrative departments", but the departments have not been able to quote any instances of this bitterness. Nor has there been any serious friction in connection with the framing and enforcing of financial rules.

36. The accompanying diagram illustrates the relationship (1) between heads of departments and departments of the Secretariat and (2) between departments of the Secretariat and Members of the Government.

F. *Allocation of funds to reserved and transferred subjects*—

37. The division of provincial subjects into reserved and transferred has not been attended by an allocation of the sources of the provincial revenue to the two branches. The expenditure on services of all kinds is a charge on the general revenues and balances of the province; and the allocation of funds to reserved and transferred subjects is a matter for agreement between the two halves of the Government (Devolution Rule 31). In the event of failure to arrive at an agreement, the question would have to be decided either by His Excellency the Governor or by an authority appointed by the Governor-General on the application of the Governor (Devolution Rules 32–35). This contingency has not arisen in connection with the preparation of any of the provincial budgets since the Reforms, as the apportionment of funds between reserved and transferred subjects has so far been settled amicably by the combined Government at their joint deliberations.

38. The Government reported in 1924 that the existing financial system had not operated to develop in the Legislative Council, as fully as could be desired, a real sense of financial responsibility vis-à-vis the administration as a whole. But the defect was attributed in more direct measure to the fact not that the administration under the existing system was divided, but that a divided administration was coupled with a joint purse. To the undesirable results of this feature of the system as it affected the position and the minds of Ministers, the Ministers themselves then bore witness. It will be remembered that the proposals of the Montagu-Chelmsford report were (paragraph 256) that the provincial revenues should be regarded as a whole; that the contribution to

the Government of India should be a first charge on the total revenues, the second preference would be given to the claims of the 'reserved' departments, and only the residue should be at the disposal of Ministers, who, if that residue were inadequate, would be expected to supplement it by introducing and passing measures of taxation. The initiative in taxation was given to Ministers alone. While expressing their sympathy with the motives underlying these proposals, and with the desire that each half of the Government should be brought into sympathy with the needs of the other half, the Government of India pointed out grave practical difficulties (paragraphs 64 et seq. of their Despatch No. 1/1919, dated 5th March 1919); they emphasised in particular that "the scheme in the report offers no incentive to either half of the Government to develop its own resources," and laid stress on the value of an 'educative influence' which (in their opinion) the scheme omitted to utilize, namely, the "training in administration which is provided when the administrator receives, for his spending departments, the benefit of any improvements which he can effect in his revenue departments." They accordingly proposed a system shortly called that of the 'separate purse,' by which a specific division of the provincial resources (including a division of the provincial balances) would be made between the two halves of the Government, for a period of years; each half would thus know with fair exactitude what resources it could rely on, and it would be open to each half to initiate, if necessary, measures of taxation in the Legislative Council, to supplement its needs. If, as appeared not improbable, the 'reserved' half were unable to obtain supply in this way it would be for the Governor, if he thought fit, to 'certify' the measure to the 'Grand Committee.' If the Ministry were unable to carry a taxation Bill in respect of the 'transferred' departments, the rejection by the Legislative Council would be final. These proposals and arguments set forth in the Government of India despatch were mentioned in order to illustrate the position that a 'separate purse' system would tend, by defining clearly the 'reserved' and 'transferred' spheres, their respective liabilities and resources, to give to Ministers, no less than to the Executive Government and to the Legislative Council precisely that definite responsibility, the absence of which the Ministers deplored. The Joint Select Committee of Parliament did not indeed wholly reject the idea of a 'separate purse,' but the system they evolved contemplated recourse to it only in the event of a failure of the two halves of the Government to arrive at an agreement as to the allocation of the available revenues. The arrangement which finally emerged from their deliberations contemplated a single 'pool' and a joint budget for the whole administration [section 72-D (2) of the Act], and the actual allocations of supply proposed by the Government for the 'reserved' and 'transferred' departments were to be settled under Devolution Rule 31 at a meeting of the whole Government. It was by no means the case that it

had been easy to arrive at decisions at these meetings. Ministers had, indeed, loyally accepted the decisions arrived at, and had done their best to induce their supporters in the Council to do likewise. But there had not unnaturally been left in their minds and in the minds of many members of the Legislative Council a feeling of helplessness, and consequent irritation. It was natural that, in such circumstances, men from whom much was expected by their supporters, should have no difficulty in persuading themselves or their following, that, if only they had full control all would be well. The result had been to retard to some extent in the minds of Ministers and to a greater extent in the mind of the Legislative Council, the growth of a sense of responsibility, which the 'separate purse' system by defining financial as well as administrative responsibilities, would have directly tended to foster. Though it was not certain that the Ministers desired an alteration of the present procedure, yet considering the clear advantages of a system under which a definite proportion of the revenues of the province from sources now existing would be allocated to each half of the Government, each being left to meet such needs as could not be supplied by the expansion of the existing resources by fresh taxation, the Government advocated such modifications in the existing Devolution Rules as would enable the substitution of the 'separate' for the 'joint' purse.

39. The following statement shows in broad outline the allocation of funds year after year to the reserved and transferred departments since the introduction of the Reforms in 1921-22. Although there have been extensive redistributions of subjects among the reserved departments, yet the general line of boundary between reserved and transferred subjects has remained intact; hence it is possible to trace in the statement a gradual increase in the yearly allocations to transferred subjects. It will be observed that while expenditure on transferred subjects has increased by 67·51 per cent in the eight years, the expenditure on reserved subjects has risen only by 9·91 per cent. It is necessary to point out, however, that there are numerous departments on either side which do work for both sides, and that it is not possible to arrive at any exact distribution of expenditure between the two. To take a few instances, there is a large part of the staff concerned with the general administration which serves all departments. The pay of Ministers who are in charge of transferred departments was till 1924-25 shown as reserved. The buildings relating to reserved departments come under Public Works (Transferred). There are other charges which are common to both reserved and transferred departments although the budget shows them as reserved, such as "interest on debt, repayment of loans, superannuation allowances and pensions and printing."

Year.	Total expenditure	Reserved.	Transferred.	Percentage to total expenditure.	
				Reserved.	Transferred.
	LAKHS.	LAKHS.	LAKHS.		
1921-22 (Accounts) ..	(a) 1,329·92	906·24	423·68	68	32
1922-23 (,,) ..	1,264·24	851·75	409·49	67	33
	(b) + 5·78		(b) + 5·78		
1923-24 (,,) ..	1,263·54	844·21	419·33	67	33
	(b) + 2·00		(b) + 2·00		
1924-25 (,,) ..	1,309·06	877·61	431·45	67	33
	(c) — 7·78		(c) — 7·78		
1925-26 (,,) ..	1,373·25	885·90	487·35	65	35
1926-27 (,,) ..	1,417·02	900·29	516·73	64	36
1927-28 (Revised) ..	1,558·07	946·38	611·69	61	39
1928-29 (Budget)* ..	1,705·75	996·03	709·72	58	42

(a) Includes grants for water-supply and drainage schemes.

(b) Represents grants for water-supply and drainage schemes shown in the capital accounts.

(c) Represents grants for water-supply and drainage charged to the capital account in 1922-23 and 1923-24 and written back to Revenue in the accounts for 1924-25.

* As passed by the Legislative Council.

[*Note.*—The provincial contribution to the Central Government is excluded from the figures in this statement, which shows only expenditure upon provincial subjects.]

The Working of the System of Government

IV.—The Legislative Council

THE LEGISLATIVE COUNCIL.

1. Its Constitution and Relations with the constituencies and the public.

The constitution of the Legislative Council is governed by section 76-A (1) and (2) of the Act and by the first schedule of the Act, and by the Madras Electoral Rules framed under sections 76-A (2) and 129-A of the Act. The present composition of the Council is as under:—

Ex officio.

Members of the Executive Council	4

Elected.

General constituencies: Urban	9
Do. Rural	56
Muhammadan: Urban	2
Do. Rural	11
Indian Christian	5
European	1
Anglo-Indian	1
Landholders	6
University	1
Planters	1
Trade and Commerce	5
Total elected ...	98

Nominated.

Officials	7
Depressed classes	10
Backward tracts	1
Others	12
Total nominated ...	30
Grand total ...	132

The following tables show the composition of each of the three Councils of 1920, 1923 and 1926 by race or caste and by parties:—

Race or community.	1920.			1923.			1926.		
	Elected.	Nominated and ex officio.	Total.	Elected.	Nominated and ex officio.	Total.	Elected.	Nominated and ex officio.	Total.
Hindus — Brahman ..	17	5	22	13	1	14	18	3	21
Hindus — Non-Brahman ..	57	8	65	61	8	69	56	10	66
Hindus — Depressed classes ..	..	5	5	..	9	9	..	10	10
Muhammadans ..	13	1	14	13	1	14	13	1	14
Indian Christians ..	5	1	6	5	2	7	5	2	7
Europeans and Anglo-Indians	6	9	15	6	8	14	6	8	14
Total ..	98	29	127	98	29	127	98	34	132
PARTY.									
Non-Brahman or Justice	63	18	81	44	17	61	21	1	22
Congress	..	..	..	11	..	11	41	..	41
Independent	18	..	18	6	1	7	36	22	58
Anti-Ministerial ..	17	..	17	37	..	37	..	..	..
Officials	..	11	11	..	11	11	..	11	11
Total ..	98	29	127	98	29	127	98	34	132

The franchise, the constituencies, the candidates and the elections have been described in a separate memorandum and it is unnecessary to say anything more about the elected element in the Council. Besides this elected element, the Council contains a number of officials and a number of nominated non-officials.

2. In addition to the 4 Members of the Executive Council it has been the consistent practice of the Madras Government to nominate 7 officials, against a maximum number of 19 permitted by the rules. Of these 7, two have always been the Advocate-General, whose presence as the Legal Adviser to the Government is constantly necessary, and the Finance Secretary, who is required to perform the duties of Secretary to the Public Accounts and the Standing Finance Committees. The others have either been some of the other Secretaries to Government or heads of departments such as the Chief Conservator of Forests, the Director

of Public Instruction or the Commissioner of Labour, according to the wishes of the Members of Council or Ministers from time to time. The duties which the officials are expected to discharge are to supply the Member or Minister in charge with material necessary either to answer supplementary questions or to meet points raised in debate, to speak for the Member or Minister when required to do so and to support the Government in all divisions.

3. Including officials the Government may nominate 30 members to the Council of whom ten must represent the depressed classes, and one the inhabitants of backward tracts. The representation of the depressed classes was increased from 5 to 10 in 1926 when the total membership of the Council was correspondingly increased from 127 to 132. The classes which supplied the nominated non-officials in each of the three Councils are shown in the following statement:—

	1920.	1923.	1926.
Backward tracts	1	1	1
Depressed classes	5	9	10
Labour	...	...	1
Brahmans	*2	*1	*2
Muhammadans	1	...	...
Non-Brahmans	7	5	9
Indian Christians	1	1	...
Europeans and Anglo-Indians ...	1	1	...
Total ...	18	18	23

* One Nambudri Brahman.

The statement illustrates the extent to which the exercise of the power of nomination has been directed towards the objects laid down in paragraph 24 of the Franchise Committee's Report, viz., to secure the representation of important classes or interests which could not be expected to obtain representation by any practicable system of election, and to enable the Governor to correct any glaring inequalities in election or to secure the presence on the Council of any person of position or political experience who may have failed to secure election.

4. Advantage was taken of section 72-A (2), proviso (*b*), of the Government of India Act to nominate certain experts as additional members of the Council to help in the discussion of important measures in respect of which such assistance was necessary. These were—

(i) The bills described in paragraphs 24 (2) and (3) and 25 (*c*) and (*d*) on pages 57 and 59 below—Two Members of the Board of Revenue were appointed expert members in connection with these bills.

(ii) The State Aid to Industries Bill described on page 60 below.

(iii) The Madras University Bill described on pages 60 and 61 below.

(iv) A Bill to amend the Madras Port Trust Act, 1905, described on page 54 below.

(v) The Hindu Religious Endowments Bill described on pages 61 and 62 below.

(vi) Two Bills to amend the District Municipalities and Local Boards Acts, 1920, described on page 65 below.

(vii) The Tuticorin Port Trust Bill described on page 65 below.

(viii) The Madras Irrigation Bill described on pages 55 and and 56 below.

(ix) The Madras Pilferage Prevention Bill described on page 67 below.

(x) The Madras Nurses and Midwives Bill described on pages 68 and 69 below.

(xi) The Malabar Tenancy Bill described on pages 72 and 73 below.

(xii) The Andhra University Bill described on page 63 below.

(xiii) The Madras Borstal Bill described on page 66 below.

(xiv) A Bill to re-enact the Hindu Religious Endowments Act described on page 62 below.

(xv) Bill to amend the Madras Prevention of Adulteration Act. See page 69 below.

(xvi) Bills to amend the Madras University Act. See page 61 below.

(xvii) Bills to amend the Andhra University Act. See page 63 below.

The gentlemen who took part in the discussion of these measures as experts rendered much valuable assistance in that capacity.

5. The principal officers of the Legislative Council are the President, the Deputy President, the Chairmen and the Secretary. The first President appointed by the Governor under section 72-C (1) was the late Sir P. Rajagopalachari, and on his appointment to the Secretary of State's Council, the late Diwan Bahadur L. D. Swamikannu Pillai who had served as Secretary to the Council was appointed to succeed him. When the office was thrown open to election the Council indicated its appreciation of Mr. Swamikannu Pillai's work by electing him President which office he continued to hold until his death in 1925. He was succeeded by Mr. M. Ratnaswami who lost his seat at the election of 1926, after which Rao Bahadur C. V. S. Narasimha Raju was elected to the office which he still holds.

Diwan Bahadur P. Kesava Pillai, C.I.E., was elected Deputy President of the Council until he lost his seat at the election of 1926. The Council then elected to the office Mrs. Muthulakshmi Reddi.

Under rule 3 of the Legislative Council Rules, the President nominates a panel of not more than four Chairmen any one of whom may preside in the absence of the President or Deputy President. At present the panel consists of three, one from each of the principal parties.

The clerical work of the Council is done under the supervision of the Secretary who has under him an Assistant Secretary, a Superintendent, ten clerks and ten reporters.

6. Three Council Secretaries under the Government of India Act were appointed by His Excellency the Governor in February 1921 and one such Secretary was assigned to each of the Ministers. Each of the three Council Secretaries was paid Rs. 500 per mensem in accordance with a vote of the House and enjoyed the privileges and travelling allowances of a Government official so long as he was on duty and attached to his Minister, whether at headquarters or on tour. The three Council Secretaries first appointed were Messrs. E. Periyanayagam, M.L.C., (Indian Christian), A. Ramaswami Mudaliar, M.L.C., and Dr. P. Subbarayan, M.L.C., and Bar.-at-Law. Dr. P. Subbarayan resigned after a short tenure of office and was succeeded by Mr. R. K. Shanmukham Chettiyar, M.L.C., who also resigned after a short time and was succeeded by Mr. T. C. Tangavelu Pillai, M.L.C., Bar.-at-Law.

New Council Secretaries were appointed in March 1924 after the general election, namely:—(1) Abdulla Ghattala Sahib Bahadur; (2) Mr. S. Arpudaswami Udayar; and (3) Mr. T. C. Tangavelu Pillai.

No Council Secretaries were appointed after the general election in November 1926. The Chief Minister, during the discussion on the Minister's salaries in March 1927, gave an undertaking that Council Secretaries, if appointed, would be honorary. The question of the appointment of such officers is under consideration.

As regards the practical working of the system of Council Secretaries, the former Ministers were of opinion that since their institution in February 1921 they proved of very considerable assistance in various ways. They sat on Select Committees on bills introduced by the Ministers and both in this capacity and in the Council itself they helped materially towards the passage of various measures. They replied occasionally on behalf of the Ministers to resolutions and to motions on the budget. Owing to the fact that the heads of most of the transferred departments and the Secretaries to Government in those departments are not themselves members and cannot always be in attendance during the prolonged sittings of the Council, the Council Secretaries proved

of great value in keeping the Ministers in touch with the opinions of different sections of the Council and in supplying them with such information as they required in the course of a debate. In the constituencies they were useful in interpreting the ministerial view both to members of the Council and to the electors and in keeping the Ministers in close touch with party opinion and feeling. The Council Secretaries were also instrumental in securing the vote of the party on ' transferred ' subjects and on several occasions were used for the same purpose on behalf of the Executive Council. In fact it was said generally that the Council Secretaries proved the utility of the institution and contributed towards the smooth working of the Legislative Council.

7. The first Council fell into two fairly well-defined groups, one supporting the Non-Brahman Party styled the Justice Party which provided the Ministry, and the other forming an opposition homogeneous at least in caste, for nearly all its members were Brahmans. The non-co-operation attitude which then affected the minds of the more nationalist Hindu groupings induced a boycott of the 1920 elections: this gave the organized Non-Brahman Party an easy victory at the elections. With the wane of the non-co-operation movement, however, this attitude changed; and at the election of 1923, non-Brahmans stood in opposition to the Ministerialist non-Brahmans, while Swarajists and varied-hued Independents contested many constituencies. The Ministerialists (Justice Party) retained a majority and once more furnished the Ministers, but the opposition this time was of a very different composition. A vote of no-confidence in the Ministers was moved by a non-Brahman and found 33 non-Brahman supporters. The process continued, and the medley of progressive non-Brahmans, Swarajists and Independent Nationalists finally became under the name ' United Nationalists ' an opposition with some claims to co-herence and continued to fill that useful role till the Council expired in 1926. Its leader was Rao Bahadur C. V. S. Narasimha Raju, now President of the Council. Developments in the last months of 1925 showed further influencing of Council of groupings and action by outside opinion among the educated classes. The Swarajists organized themselves as a separate group within the opposition, chose their own leader and whip, took up a separate block in the Council Chamber and began their life as a separate unit, though in most matters they continued in association if not in alliance with the remaining opposition groups. The Cawnpore Congress of December 1925 accepted the Council programme of the Swarajya Party and from that date the Madras adherents of that group began to build up a close and efficient organization, working through the Andhra and Tamil Nadu Provincial Congress Committees and the Madras District Congress Committee. The Delhi " walk-out " had its reflection in a similar exodus of the Congress groupings from the Madras Council when Mr. Narasimha Raju (not himself a member of the Swarajya Party but accepted as a leader of the Congress groups in the

Council) led 24 members forth after stating that they did not propose to remain and work in that Council. Their return to take part in debates on the Irrigation Bill and the Madras Hindu Religious Endowments Act (Amendment) Bill showed a further reaction to Delhi leading. The elections of 1926 bore testimony to the success of the Congress organization and propaganda and to the weakening of the adherents to the Justice Party. The professed adherents of that party dwindled to 20 out of 98 elected members, while the professed adherents of the Congress Party who were successful numbered forty. Excluding the Europeans and Muhammadans, the remainder of the elected members stood for election as adhering to no party or as Independents from amongst whom the present Ministry was formed. In this Presidency the Hindu-Muhammadan question is not an acute one, and it may be said that the Muhammadan members of the Council have acted until now in obedience to principles not inspired primarily by their creed or its professed danger or necessities; though to this must be added the reservation that they received the joint electorate proposal with more doubt than favour, reproducing incidentally by so doing the average Moslem opinion of the Presidency.

The Congress which met in December 1926 at Gauhati, Assam, resolved *inter alia* to refuse to accept ministerships or other offices in the gift of Government, to oppose the formation of a ministry by other parties, and to refuse supplies and throw out budgets, though it allowed its members liberty to move resolutions and introduce and support measures and bills necessary for the healthy growth of national life, for the advancement of the economic, agricultural, industrial and commercial interest of the country and for the protection of the freedom of person, speech, and association and freedom of the press. The Congress Party in the Legislative Council, though they had refused to accept the Ministry themselves did not see their way to present an uncompromising opposition to the Ministry which had been formed. They justified this attitude by stating that by the results of the general elections they were bound to prevent the Justice Party from coming back to power, while by the resolutions of the Gauhati Congress they were also bound to wreck dyarchy. On the 20th March 1927 during the budget discussions, Mr. B. Muniswami Nayudu, a member of the Justice Party, moved a motion to reduce the grant for the pay of officers in Demand No. XII by Rs. 100 for the purpose of expressing want of confidence in the Ministers. In making that motion he expressly stated: "I raise this discussion only with a view to show to the country that while that section (the Congress section) professes to be bent upon killing dyarchy, they will really work dyarchy in this province through the present Ministry. I leave it to them to show whether their profession tallies with their practice." The motion was lost by 53 votes against 12, the whole of the Congress Party remaining either absent or neutral. Outside the Council, this

abstention of the Congress Party was disapproved by several members of the party. In the meantime the Justice Party decided upon a revision of tactics. At a meeting of the Non-Brahman Federation at Coimbatore, it was resolved first that individual members of the Justice Party might join the Congress and secondly that the party would not accept office until provincial autonomy had been granted. The *bona fides* of these resolutions were doubted by some members of the Congress who saw in them an attempt on the part of the Justicites to dislodge the existing Ministry with the help of the Congress Party and then get into power themselves. Nor was there any sign of communal jealousies abating. In connection with the Presidentship of the Madras Corporation, the Leader of the Congress Party in the Legislative Council who was also the Leader of the Congress Party in the Corporation was prepared to stand as a candidate and had the promise of the unanimous support of the Justice Party. This was sufficient to scare away the members of the Corporation Congress Party from supporting their leader with the result that at the last stage the retiring President who was adopted by the Justicites as their candidate was re-elected. A cleavage was inevitable in the Congress Party. When, however, on the reassembling of the Council on the 23rd of August 1927, the Leader of the Opposition in the Council, Mr. Sami Venkatachalam Chetti, moved that the Ministers "do not possess the confidence of the House," the Congress Party and the Justice Party made common cause and voted for the motion. The debate, however, brought an explanation from the Leader of the Justice Party as to the meaning of the resolution of the Coimbatore Federation in July. In explaining the circumstances in which that resolution was passed, the Raja of Panagal stated: "The relations between the two sides of the Government were far from being harmonious. The Cabinet was no more 'a happy home.' Sir, it is enough to jeopardise dyarchy if one Member of the Executive Council makes up his mind to undermine the strength of the Ministry . . . We then began to experience the difficulty in working the dyarchic system. Later on, we had to experience greater difficulties so much so that in 1925, I insisted upon the acceptance of my resignation. Having experienced these difficulties, it is no wonder that the party's faith in dyarchy is shaken. . . . There are some amongst us who still believe that dyarchy can be worked in favourable conditions; but such conditions do not ordinarily obtain. At all events, my party feels that it cannot take up the responsibility of accepting the office *in the present conditions*. . . . If others were competent to work the reforms and accept office, we can have no constitutional objection." Pressed to a division, the motion of no-confidence was lost by 67 votes against 56. In spite of the unanimity of opinion among the members of the Congress Party at the time, the cleavage in the Congress group continued. In October 1927, Mr. S. Muthiah Mudaliyar and five other members of the Congress Party obtained the permission of the Hon'ble the President to be

allowed to sit in the Opposition as a separate group from the other Congress members.

The announcement of the Statutory Commission was made in November 1927 and provided an opportunity for the suggestion that sectional interests should be sunk in the face of a common opposition. It was an open secret that while the first Minister was in favour of co-operating with the Commission, the other two Ministers were against such co-operation. Among the other members of the Ministerialist Party and among the members of the Justice Party, opinion seemed to be divided. In this situation, a member of the Congress Party moved on the 24th January 1928 a resolution in the Council—

"That this Council recommends to the Government that they do convey to His Excellency the Viceroy and His Majesty's Government the resentment of this Council at the appointment of the Statutory Commission and that they do advise His Majesty to abolish the constituted Commission and order the institution of a representative Round-table Conference to be composed of delegates elected by the elected members of all the Legislatures of India."

There were amendments to this resolution from all sides of the House, and, after a full-dress debate, it was accepted by the Council by 61 votes against 29 in the following amended form:—

"That this Council recommends to the Government that they be pleased to convey to the Viceroy and His Majesty's Government that this Council has no confidence in and will have nothing to do with the Statutory Commission as it is at present constituted."

At the final division, the Chief Minister was absent, while the remaining two Ministers remained neutral without voting on the side of the Government.

On the 2nd of March 1928, the Leader of the Opposition asked the leave of the House to move a vote of no-confidence against the Hon'ble the Chief Minister (Dr. P. Subbarayan). As only 36 members stood in favour of this motion, the House was declared not to have given permission to the Leader of the Opposition to make his motion. On the 8th of March, the other two Ministers resigned, and from a statement which they were allowed to make under Rule 12-A on the first day when the Council met after their resignation, it appeared that their resignation was partly due to their desire to find out whether the failure to support the no-confidence motion against the first Minister was or was not equivalent to a reversal by the Council of its previous vote on the Statutory Commission and to a vote of no-confidence against themselves. In the places vacated by these ex-Ministers, two Ministers have since been appointed, one being already a member of the Independent party and the other Mr. S. Muthiah Mudaliyar. With the resignation of the two ex-Ministers, and the appointment of the new Ministers, nine members of the old Ministerialist party

(inclusive of the two ex-Ministers) ceased to be members of that party and asked for and obtained seats on the Opposition benches, while two members from the Opposition went to the Ministerialist side and one to that of the Independents. The motion for the reduction of the Ministers' salaries under Demand No. XII for the purpose of expressing want of confidence in the new Ministers was defeated on the 20th of March 1928 by a substantial majority of 23 and all the Ministers' demands for grants were passed without any reduction whatever.

8. In the foregoing or following paragraphs it must be understood that reference to 'parties' has reference only to the educated and particularly the English-educated sections of the community. Until education is on a far wider basis, political parties will represent in the true sense only the upper layers of the population. Bearing in mind this caveat, it may be said that the only real lines of political cleavage are at the present moment (1) acceptance and working of dyarchy, and (2) permanent connection with the British Empire. All Indian parties are nationalists and the difference between them is one of degree. The first of the cleavages mentioned has operated in this third Council (it operated of course, in the second at the walk-out), where the present Ministry accepted office after the leader of strongest party had declined. Yet that same leader accepted, with the approval of his party, the important post of President of the Council and has filled it with distinction and efficiency, though the post is one of considerable importance to the functioning of the Councils and of dyarchy. The second line has not so far found definite expression in the Council. Where particular measures are concerned, the Council has definitely represented advanced opinion in the country. Notably has this been illustrated in the regular tabling of motions for the separation of the judicial and executive, Indianization of services, removal of the Executive Council of His Excellency the Governor and attacks on police administration. The tenancy agitation in Malabar was reflected in the private bill introduced in 1924 and private members have brought in measures affecting education and other matters of general as opposed to particular interest.

The Council represents strongly the legal profession and the municipal and local boards administration of the Presidency. At least 31 members are active lawyers and 43 are members of municipal councils or local boards and of these 43, 29 are chairmen or presidents or their deputies. Further, seven others are former members of some local body. These figures are not without significance which will be examined elsewhere; they show a tendency of the Council to represent interests rather than people or causes. The degree to which the Council reflects educated opinion has increased with each Council.

9. When the first elections were held and the first Council functioning, the non-Brahman (Justice) party was easily first in organization. It had no real competitors. It had decided to

work the Reforms and prepared accordingly. Its chief opponents then boycotted the Council and individual Independents were elected mainly on personal grounds. Since the advent of the Swarajya Party as a separate unit and particularly since its policy of Council entry was accepted by the Congress it has made great advances, and the 1926 elections showed it as superior in efficient organization and in enthusiasm. The general method of keeping in touch with the constituencies is by the frequent conferences which both the main parties hold at important centres in the Presidency. The Congress Party has besides its permanent committees for each group of districts (i.e., Tamil, Telugu, Kanarese, etc.), and for each district, frequently too in taluks and even villages. This organization existed, it is true, before the Reforms, but the Swarajya Party has breathed new life into it and has made most efficient use of it for reaching the elector. Individual members of the Council are taking more to speech-making in their constituencies and many questions put in Council and petitions received by Government show an origin beyond the individual member who puts or forwards them. In some important matters that have come before the Council, such as the imposition of additional police in parts of Anantapur and the Malabar Tenancy Bill, a similar close connection between interests or individuals concerned and the local representatives in the Council could be traced.

10. The real cleavage of political opinion has been described above in paragraph 8. The earlier Brahman-non-Brahman separation was not only sectarian: it answered in part to a contra and pro-dyarchy severance. The superior organization of the Congress has however as noted above led many non-Brahmans to join that body. At present therefore the divisions in the Council follow 'All-India' lines: opinion dresses itself by decisions of such bodies as the All-India Congress Committee and moves in the local Council in accordance with the policy embodied in these decisions. It follows that the divisions of the Council parties now run counter to communal lines of cleavage. The Muslim element in the Madras Council is comparatively small and so far has fallen in with the wider national movements; whether it will erect itself into a definite Muhammadan block cannot be foretold at present. Certainly Hindu-Muslim as a line of division finds no place as yet in the Madras Council.

The strongest party in the Council is now the Congress or Swarajya group. In 1926 the Provincial Congresses of the two main divisions of the Presidency, Tamil and Telugu, both passed resolutions advocating complete independence for India outside the Empire; the resolution in the second case was carried by a huge majority, in the first, without a dissentient. A recent meeting of the Telugu body has reaffirmed this pronouncement. It cannot be said that these extreme pronouncements represent as yet the considered policy of the party or of the great majority of those who though not professed Swarajists are yet Congress in

sympathy; several prominent Congress men opposed the 1926 resolutions. A more accurate statement would perhaps be that the Madras Congress elements have not really weighed this problem of Imperial connection so far; and while the hotheads go forward boldly it is uncertain how numerous a body will follow them. The drift of most nationalist movements is to the left and extremism and it is not unlikely that while this drift may carry a section of the Madras Swarajists with it, the tendency evinced by the other section is towards a more moderate policy. So far, it may be said that the ultimate goal of all the parties or groups in the Council is the same, i.e., self-government for India, and there has been little divergence on this account between the various groups. These tend to form an opposition for opposition's sake, as in the first Council particularly, or in 1927 when the dispossessed non-Brahman (Justice) body opposed the Independent Ministry with acrimony and persistence. Groupings form in connection with particular measures, e.g., the Religious Endowments Bill and the Malabar Tenancy Bill, but it cannot be said that distinct parties diverging on regular fixed policies exist. Group discipline there is and adequate whipping, nevertheless. It is noteworthy that the one-time professed Swarajist policy of consistent and continuous obstruction within the Councils has practically never been pursued in Madras.

11. It has been remarked that the Madras Council has always had a functioning Opposition, and a fairly well-defined Ministerialist Party. Since the beginning of the second Council these bodies have had a distinct degree of organization, with leaders, deputy leaders, secretaries and whips. On nearly all important questions, speeches and votes have been cast on party or group lines. Whips have been issued from time to time. Before each meeting of the Council, members of the party assemble and discuss the agenda of the coming session and the attitude to be adopted towards the various items. In this way a high degree of concerted action is attained. Government have themselves recognized and consulted the leaders of the Opposition with reference to matters concerning the Council and in the election of Council committees, including Select Committees on bills, it has become a recognized practice for party whips to give the names of their men whom the party desire to be on the committee. In the actual business and proceedings of the Council it has been customary for whips to give the names of their party spokesmen on various motions and amendments and so far as possible the President has been complying with these requests. In the allotment of seats in the Council the President has followed the wishes of the parties as expressed by their leaders.

12. The late Diwan Bahadur Sir P. Tyagaraja Chettiyar was, till his death in 1925, the leader of the non-Brahman Party, from which the Ministry in the first two Councils was drawn. He was succeeded by the Raja of Panagal who continues at the head of the non-Brahman opposition in the third Council.

The present Independent Ministry has throughout been led by Dr. P. Subbarayan who was in the second Council Secretary of the Opposition which formed itself under the title 'United Nationalist.' His ministry has had a fairly well-defined following and for the first year of its existence received a certain amount of support from the Swarajist block for reasons best known to that group, but possibly not so much because the Swarajist loves the Independent more as because he loves the Justice unit less. Acceptance of office postulates acceptance of dyarchy and the policy of the Ministry may be described as that of working the reformed constitution with as strong a nationalist bias as is practicable. Since however the break up of the Ministry and its reconstitution in March 1928, there has been a distinct change in its orientation. The Ministry as now constituted counts upon the toleration if not the active support of the Justice wing of the Opposition, while it has provoked the bitter hostility of the Swarajists.

The leader of the Swarajist Party is Mr. Sami Venkatachalam Chetti and his deputies are Messrs. Satyamurti and Venkataramana Ayyangar. The policy of this party has been to refuse to recognize dyarchy by acceptance of office under that regime and to demand steadily complete emancipation of India from British control. This party brought up the Indianization of various services and posts at the March 1927 meeting of the Council and this form of development is one to which it is particularly attached. It has to be remembered that the most important Congress leaders, e.g., Mr. S. Srinivasa Ayyangar, are not in the Council, and that to a considerable extent the Swarajist Party there follows the mandate given by its leaders outside.

2. The Source of its Powers.

13. The Legislative Council derives its powers—

(*a*) from sections 72-A to 72-E and 80-A to 84 of the Government of India Act,

(*b*) from the Madras Legislative Council Rules framed under section 72-D (5) of the Act,

(*c*) from the Standing Orders of the Madras Legislative Council framed under section 72-D (6) of the Act.

Section 72-A and the Madras Electoral Rules framed under section (4) prescribe the composition of the Council. Section 72-B prescribes its sessions and duration. Section 72-C provides for the election of a President and Deputy President. Section 72-D (with the Madras Legislative Council Rules framed under sub-section 5 and the Standing Orders made under sub-section 6) governs its business and procedure, with particular reference to financial business. Section 72-E makes provision for legislation by the Governor when the Council has refused to accept a bill relating to a reserved subject which the Governor certifies to be

essential for the discharge of his responsibility for that subject. Section 80-A confers power to make laws subject in certain cases to the previous sanction of the Governor-General. Section 80-B disqualifies officials for election to the Council. Section 80-C requires the Governor's previous sanction to any financial proposal. Section 81 requires the Governor's and the Governor-General's assent to all bills passed by the Council. Section 81-A gives the Governor power to return a bill to the Council for reconsideration or to reserve it for the consideration of the Governor-General. Section 82 empowers the Crown to disallow an Act, and section 84 removes certain doubts as to the validity of Indian laws.

The Madras Legislative Council Rules provide for the nomination by the President of a panel of Chairmen, for the appointment of a Secretary and staff, for the election of the President, for the distribution of business between the Government and private members, for the putting of questions and supplementary questions, for motions for adjournment and for motions expressing want of confidence in a Minister; they fix the quorum, prescribe the languages in which business is to be transacted, define the President's powers, regulate procedure regarding legislation, resolutions and the discussion of the Budget, and provide for the constitution of a Committee on Public Accounts.

14. The Standing Orders deal with the summoning and prorogation of the Council, with the election of the Deputy President, with the times of sitting and the arrangement of business, the manner in which questions shall be put and answers given, and with the procedure for making a motion for adjournment. They contain certain general rules of procedure, and detailed provisions for the various stages of legislation and for the discussion of resolutions. They prescribe the manner in which communications are made between the Governor and the Council, the method of presenting petitions to the Council, the procedure for amending the Standing Orders, and for the formation of a House Committee.

Under section 72-D (6) of the Act the first Standing Orders were made by the Governor in Council; subsequently several alterations have from time to time with the Governor's assent been introduced by the legislature itself. These alterations have been introduced with the object of—

(1) relieving the congestion of business, to which end the procedure for balloting for non-official members' bills and notices of motions was revised; and time-limits of ten minutes in the case of speeches on resolutions and fifteen minutes in the case of speeches during an adjournment debate (subject to exceptions in favour of the first speech of the mover and of the Government Member answering him) were introduced into Standing Orders

23 (2) and 57; likewise, a provision about sending in notices of budget motions was introduced into Standing Order 53;

(2) giving opportunity to a member who has given notice of a question or a resolution to amend the same—Standing Orders 13 and 55;

(3) forming a House Committee—Standing Order 80;

(4) giving the President discretion to delegate his powers under the Standing Orders to the Deputy President;

(5) extending the interval necessary between the presentation of the report of a select committee on a bill and its consideration from seven to fifteen days—Standing Order 44 (1);

(6) increasing the period of notice required for sending in amendments to bills from six to ten days—Standing Order 46 (1);

(7) allowing in the case of bills which are objected to at the final stage an interval of three days between such objection and the final passing of the bill—Standing Order 49 (3);

(8) providing for the election by secret ballot of the first elected President of the Council by the addition of a new paragraph to Standing Order 3. This addition was however subsequently cancelled as the Government of India made provision for this contingency by the issue of rule 5-A of the Legislative Council Rules;

(9) fixing the time of taking up an adjournment motion at "2-30 p.m. the same day or 2-30 p.m. the next day at the discretion of the President" instead of at 4 o'clock—Standing Order 22;

(10) fixing 5 p.m. instead of 6-30 p.m. as the time at which the debate on an adjournment motion automatically terminates—Standing Order 23 (1);

(11) restricting the number of members of every select committee, other than the Member of Government in charge, which is appointed to consider a bill, to fifteen—Standing Order 40 (2);

(12) making it clear that notices may be sent to the Council Office by a member even after prorogation of the Council or even though the member has not been sworn—Standing Order 9;

(13) bringing the Standing Orders of the Council into conformity with the Standing Orders of the Legislative Assembly on the procedure of legislation—Standing Orders 37 to 39;

(14) providing a procedure for the moving of further grants and for notice in respect of demand for supplementary grants and motions for the reduction of further and supplementary grants—Standing Orders 53 and 66; and

(15) appointing the Secretary of the Legislative Council as the ex-officio Secretary of all Select Committees—Standing Order 40.

3. Its Functions.

(*a*) *Questions.*

15. A member's powers of interpellation are limited only by Legislative Council Rules 7, 8 and 9 and by Standing Orders 11, 12, 13 and 17. In other words any question may be put, provided (1) that it relates to a matter which is primarily the concern of the local Government, which does not affect relations with a foreign or Indian State and which is not under adjudication by a court of law, and (2) that in matters which are the subject of controversy between the local Government and the Government of India or Secretary of State, the question is confined to matters of fact. The Governor decides whether a question affects relations with a foreign or Indian State or deals with a matter which is under adjudication; in other cases the President decides the admissibility of a question. A question addressed to a Member of the Government must relate to the public affairs with which he is officially connected, or to a matter of administration for which he is responsible. A question addressed to a non-official member must relate to some bill, resolution or other matter connected with the business of the Council for which the member is responsible.

In order that a question may be admissible, it must satisfy the following conditions, namely:—

(1) it must not publish any name or statement not strictly necessary to make the question intelligible;

(2) if a question contains a statement the member asking it must make himself responsible for the accuracy of the statement;

(3) it must not contain arguments, inferences, ironical expressions or defamatory statements;

(4) it must not ask for an expression of opinion or the solution of an abstract legal question or of a hypothetical proposition;

(5) it may not be asked as to the character or conduct of any person except in his official or public capacity;

(6) it must not be of excessive length; and

(7) a question once fully answered may not be asked again.

Supplementary questions may be put either by the member who put the original question or by any other member for the purpose of further elucidating any matter of fact regarding which an answer has been given. The President may disallow a supplementary question which in his opinion contravenes the rules or Standing Orders.

In the following table an attempt is made to analyse the 11,346 questions asked in the Council till the end of the second session of the third Council, to distinguish the proportion of those admitted and answered and those disallowed, and also to show at a glance the various reasons for disallowance:—

Questions for the years 1920–21 *to* 1927–28.

	First Legislative Council (1920–23).	Second Legislative Council (1923–26).	Third Legislative Council		Total.
			First session (1926-27)	Second session (1927–28).	
Total number received ..	3,302	6,937	893	1,979	13,111
Total number admitted and answered	2,924	5,727	846	1,849	11,346
Total number disallowed ..	253	657	28	88	1,026
Total number referred back to M.L Cs. for further elucidation and not received back ..	..	58	10	10	78
Total number withdrawn by the M.L Cs. subsequently ..	..	52	4	32	88
Total number lapsed . .	125	113	5	..	373

Grounds of disallowance.

1. Questions relating to matters which are not primarily the concern of the local Government	295
2. Disallowed as being in the nature of suggestions for action and not of requests for information	245
3. Questions once fully answered	81
4. Questions relating to matters of hardship to individuals and not involving any principle of administration	51
5. Questions asking for information which is already available in a published official document	39
6. Questions not bearing on matters of public concern	53
7. Questions which merely asked for an expression of opinion	42
8. Questions which merely supplied information and did not seek any on a matter of fact ...	31
9. Questions not within the special cognizance of any Member of Government	47
10. Abstract legal questions	17
11. Questions which were disallowed as being hypothetical and not relating to matters of fact	16
12. Questions not relating to any of the branches of administration for which the Government Member or Minister interpellated was responsible	31

Grounds of disallowance—cont.

13. Argumentative	12
14. Defamatory	8
15. Questions containing statements for the accuracy of which the interpellator was not prepared to vouch, especially citations from newspapers	14
16. Questions which are in the opinion of the hon. the President an abuse of the right of questioning	12
17. Questions bearing on matters under adjudication by a court of law or justice	9
18. Questions of excessive length	14
19. Questions relating to Indian States	8
20. Questions anticipating budget motions ...	1
Total ...	1,026

And the following statement shows the number of questions addressed to Ministers as compared with the number addressed to Members of Council; during the whole period 58 per cent of the total number of questions have been addressed to Members of Council and 42 per cent to Ministers:—

—	First Legislative Council (1920–23).	Second Legislative Council (1923–26)	Third Legislative Council.		Total.
			First session (1926–27).	Second session (1927–28).	
Total number admitted and answered	2,924	5,727	846	1,849	11,346
Total number addressed to Ministers	1,179	2,419	373	815	4,786
Total number addressed to Members of Council ..	1,745	3,308	473	1,034	6,560

It may be noted that questions are seldom disallowed in the Madras Council without giving the interpellators an opportunity of amending them in conformity with the rules and Standing Orders. A common ground of disallowance is that a question instead of asking for information, suggests to the Government a line of action which it would be impossible to concede or discuss without first consulting local officers or the wishes of the Council as a whole. Another equally common ground of disallowance is that a question relates to a matter which is primarily the concern not of the local Government, but of the Government of India or of a body, like a railway company or an electrical corporation, which is not under the official control of the Government. Questions on the administrative and discretionary powers conferred by statutes on the Judges of the High Court or other officers of Government are also disallowed as not relating to a matter which

is primarily the concern of the local Government, i.e., of His Excellency acting with the Members of His Executive Council or with the Ministers as defined under section 134 (4) of the Government of India Act. Where a question offends by reason of excessive length, an endeavour is first made to induce the interpellator to shorten it, and the small number of questions (fourteen) disallowed on this ground represents the residue after a more or less prolonged correspondence has been carried on in each case with the member concerned. It would be difficult to single out typical questions from among the great variety of those asked at every meeting of the Council (except perhaps to mention that 255 questions were asked in the first three years about communal representation in the public service); nor would it serve any purpose to catalogue those instances where the asking of a question has led to definite action on the part of the Government, because such action is an ordinary and necessary incident of the administration. It is obvious that where further action is promised in the answer to a question and there is no subsequent evidence of action having been taken, the interpellator will probably return to the charge by means either of a renewed interpellation or of a notice of a resolution. The number of occasions on which the members have taken action in either of these ways has been few compared with those on which the Government willingly and promptly took the promised action.

During the lifetime of the second Legislative Council and even during the latter period of the first, the right of putting supplementary questions was so freely exercised by the members that on several days question time had to be extended beyond the prescribed period of one hour leaving less time for the transaction of the remaining orders of the day. In December 1924, the system of starred and unstarred questions was introduced in the Council by which oral supplementary questions are allowed only in respect of starred question. An endeavour is made to include in the list of questions for a day only so many starred questions as, judged by ordinary experience, can be answered within the space of one hour, care being taken as far as possible to include in the list for a day *all* questions on a particular subject to which answers have been received. The partial abstention of the Swarajist members from the business of the Council in the last session led to a great fall in the number of notices of questions with the result that on many days the answering of questions took only five or ten minutes instead of the hour allowed by the Standing Orders.

The period of notice for a question is usually seven days, and questions are seldom asked in this Council without this notice. But with the consent of the Member of Government concerned oral questions have sometimes been allowed in this Council on an important event of recent occurrence such as the Malabar Rebellion, the Rampa Fituri, the occurrence of floods or famines, the entry of Ezhuvas (persons of low caste) into an agraharam (a Brahman quarter), the nomination of a prominent politician to the Corporation of Madras, the imprisonment of two Adi-Dravida

boys for entering a temple, an order of the Commissioner of Police, Madras, prohibiting public meeting and processions on public roads in connection with elections, the arrest of Mr. N. S. Ramaswami Ayyangar and the grant of a loan to the Carnatic Paper Mill.

Practically all questions admitted are answered by the Government, although the normal period of seven days allowed by the Standing Orders has been frequently exceeded in cases where the complicated nature of the information demanded or the necessity of making local enquiries warranted delay. It will be seen from the statement given at the beginning of this section that out of 13,111 questions received 573 lapsed by reason of their being still under the consideration of departments of the Government at the time of prorogation of the Council; many of these were no doubt repeated at a later session and in some cases the answer was sent after the prorogation to the member who asked it when the required information had been obtained.

(*b*) *Resolutions.*

16. Every resolution must be in the form of a recommendation to the Government; no resolution may be moved regarding matters affecting relations with a foreign or Indian State or which are under adjudication by a court of law; the decision whether a matter comes within these restrictions rests with the Governor, who may also disallow a resolution on other matters on the ground (1) that it cannot be moved without detriment to the public interest, or (2) that it relates to a matter which is not primarily the concern of the local Government. Ordinarily a member must give fifteen days' notice of his intention to move a resolution and no resolution shall be admitted which does not satisfy the following conditions:—

(*a*) it shall be clearly and precisely expressed and shall raise a definite issue; and

(*b*) it shall not contain arguments, inferences, ironical expressions or defamatory statements, nor shall it refer to the conduct or character of persons except in their official or public capacity. When a resolution has been moved in the Council, no resolution or amendment raising substantially the same question shall be moved again within one year. When a resolution has been disallowed under the rules, no resolution or amendment raising substantially the same question shall be moved during the same session.

Of 115 days occupied by sittings of the reformed Council during the first three years the major portion of 39 days was devoted to the discussion of motions of general public interest, exclusive of budget motions, which, as mentioned in paragraph 32 below, regularly occupy nine or ten days in every year. The second reformed Council sat for 155 days, out of which 39 days were taken up by non-official business inclusive of bills and motions on matters of general public interest. The third reformed Council has so far sat on 59 days, of which non-official business has been transacted on 17 days.

The following statement shows the number of notices of resolutions received during the three sessions of the first reformed Council, the four sessions of the second reformed Council and the two sessions of the third reformed Council, the numbers admitted, disallowed (with the grounds of disallowance) and those disposed of in the Council. The large balance undisposed of is partly due to notice of motions having lapsed by prorogation, partly to the withdrawal of notices, and partly to some notices having been received too late for inclusion in the last ballot before prorogation:—

—	First Legislative Council, 1920-23.	Second Legislative Council, 1923-26.	Third Legislative Council, 1926-28
NOTICES OF RESOLUTIONS RECEIVED.			
Total number received	906	2,111	2,130
,, ,, admitted	788	1,986	2,101
,, ,, disallowed	118	125	6
,, ,, disposed of in Council	438	69	50
GROUNDS OF DISALLOWANCE.			
1. As not being primarily the concern of the local Government	76	61	5
2 As not containing a specific recommendation to Government	3	..	..
3. As not raising a definite issue	3	12	1
4. As not being a matter of general public interest	1	..	..
5. As a matter concerning His Excellency the Governor and not a Member	1	..	.
6 As detrimental of public interests	2	..	.
7 As not being the concern of the Council	1	3	..
8. As interfering in matters of executive control	3	..	..
9. As relating to the appropriation of funds and therefore requiring the recommendation of His Excellency the Governor	4	2	..
10. As having been discussed within one year previous	18	15	.
11. As relating to the administration of a Prince under His Majesty's suzerainty	1	14	..
12. For want of notice	1	.	..
13 As not falling within the category of motions on matters of general public interest	1	..	
14 As having been disallowed during the same session	..	6	..
15 Want of compliance with Rules and Standing Orders	..	9	.

The following statement shows that by far the larger number of the resolutions of which notice was given during these years related to reserved subjects:—

Year.	Reserved.	Transferred.	Total.
1920–23	621	285	906
1923–26	1,682	429	2,111
1926–28	1,498	632	2,130

17. The Government regularly place on the table at the commencement of each session a list of resolutions carried by the Council during the previous session, together with a statement of the action taken by them upon each, or of the reasons which have precluded the taking of any action. The following is the list for the first eight years:—

I.—First Year.

(8th January to 2nd April 1921.)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of the action taken by Government. (3)
1 Postponement of the adoption of resettlement proposals till the principles of land revenue settlement are embodied in legislation	15th February 1921.	The Government agreed to expedite the Land Revenue Settlement Bill with a view to passing it by July 1922 and in this hope also agreed that no orders on settlement schemes would be passed before the bill passed into law. The Council having however since declared for permanent settlement (see second year, No. 33 below), renewed correspondence with the Government of India has become necessary and in the meanwhile the Government cannot delay the progress of settlement any longer, since to do so would be to sacrifice the public revenues to a considerable extent.
2 Appointment of a committee for the revision of salaries of non-gazetted services.	16th February 1921	Committee appointed—G.O. No. 148, Finance, dated 17th February 1921—see page 288 below for the action taken by the Government.
3 Relief of rural areas from scarcity in drinking water supply, Ganjam district	17th February 1921.	A provincial grant of Rs. 20,000 was sanctioned to the district board for sinking wells—G.O. No. 278, P.H., dated 22nd March 1921.
4 Half-fees for Muhammadan students in aided schools and colleges	18th February 1921	Necessary amendments to the Grant-in-Aid Code and the Madras Educational Rules have been notified—G.O. No 1405, Education, dated 29th September 1921.
5 Appointment of a committee to inquire into the drainage and irrigation in the Cauvery delta	19th February 1921	Committee appointed—G.O. No. 177 I., dated 9th June 1921; page 291 below.

I.—First Year—*cont.*

(8th January to 2nd April 1921—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of the action taken by Government. (3)
6. Waiving of recovery of contributions from local bodies for the maintenance of headquarter hospitals.	19th February 1921.	The recommendation has been given effect to—G.O. No. 493, Finance, dated 11th May 1921.
7. Encouragement of the indigenous systems of medicine.	21st February 1921.	A committee was appointed to report on the subject—G.O. No. 964, P.H., dated 17th October 1921; see pages 289 and 290 below.
8. Revision of Agency rules.	5th March 1921.	The revised rules were issued in July 1924.
9. Postponement of the bifurcation of the Kistna district and redistribution of the districts of Ganjam, Vizagapatam, Godavari and Kistna.	Do.	The Government called for proposals for the redistribution of the districts of Ganjam, Vizagapatam, Godavari and Kistna.
10. Racial distinctions among railway passengers.	Do.	A copy of the proceedings on the subject was forwarded to the Railway Board for necessary action. A note of the action taken with regard to retiring rooms has been published in G.O. No. 56, Railway, dated 23rd July 1921.
11. Appointment of a committee to consider the question of the abolition of the Board of Revenue.	17th March 1921.	Committee appointed and its recommendations given effect to—see page 288 below.
12. Enfranchisement of women.	1st April 1921.	Necessary regulation framed under the Madras Electoral Rules—G.O. No. 108, Legislative, dated 10th May 1921.
13. Provincial contribution to the Central Government.	Do.	The Government of India and the Secretary of State were addressed.
14 Recruitment to judicial offices from the bar and communal representation therein.	2nd April 1921.	The observations made in the debate will be borne in mind as vacancies arise

II.—Second Year.

(1st August 1921 to 27th March 1922.)

1. Reduction of the strength of the Executive Council.	1st August 1921.	The proceedings were forwarded to the Government of India for transmission to the Secretary of State.
2. Appointment of a committee to revise the Famine Code.	Do.	A committee was appointed—G.O No. 1962, Revenue, dated 31st August 1921; see page 288 below.
3. Ownership of river poramboke lands in Malabar	Do.	The matter was not, as pointed out by the Government in the course of the debate, properly one for executive action, but was a matter for the parties interested to establish their rights, if any, in a court of law.

II.—Second Year—*cont.*

(1st August 1921 to 27th March 1922—*cont.*)

Serial number and subject of resolution (1)	When passed by the council. (2)	Nature of the action taken by Government. (3)
4. Addition of a statement to the administration report of the Forest department showing the extent of each class of reserved forest, districtwar.	2nd August 1921	A statement in the form desired has been incorporated in the administration report—G.O. No. 1934, Development, dated 14th October 1921.
5. Appointment of a committee to inquire into forest grievances in the Coimbatore district.	Do.	A committee was appointed for the Coimbatore district—G.O. No. 1856, Development, dated 4th October 1921—see page 291 below.
6 Disafforestation of forests lying within one mile of occupied area in villages.	Do.	The Government have announced that they are ready to institute inquiries in any individual cases of hardship that may be brought to notice—G.Os. No. 1933, Development, dated 14th October 1921, and No. 30, Development, dated 6th January 1922.
7. Disafforestation of class V forests in the Chittoor district	Do.	After discussion with the Advisory Committee on Forest administration, the Government decided that the adoption of the recommendation would be detrimental to the public interests—G.Os. No. 1932, Development, dated 14th October 1921, and No. 31, Development, dated 6th January 1922.
8 Improvement of grazing grounds by providing drinking water facilities.	Do	The Chief Conservator of Forests issued instructions that such improvements as were practicable should be carried out and the Government approved these instructions.
9 Reduction of seigniorage rates for forest produce in Godavari district	Do.	The Collector of the district has been directed to reduce the rates if in any respect he thinks there is cause for doing so—G.Os. No. 2084, dated 7th November 1921, and No. 2185, dated 24th November 1921.
10. Committee to consider the improvement of Excise administration.	3rd August 1921.	An Advisory Committee of the Council was appointed. It has advised that no separate committee is called for—G.O. No. 2642, Revenue, dated 2nd December 1921—see page 278 below.
11. Dr. Gour's Civil Marriage Bill.	Do	A copy of the report of the debate was forwarded to the Government of India.
12 Exemption of members of the Legislative Council from restrictions under the Indian Arms Act	4th August 1921	A copy of the resolution with a report of the debate was forwarded to the Government of India.
13. Revocation of G.O. No. 163, Finance, dated 18th February 1921, regarding the rates of travelling allowances.	5th August 1921.	The Government were unable to give effect to the resolution for reasons given in G.O. No. 1170, Finance, dated 30th November 1921, but have since carried out a complete revision of the rates in consultation with the Finance Committee
14. Communal representation in the public services.	Do.	Instructions were issued in G.Os. No. 613, Public, dated 16th September 1921, and No. 658, Public, dated 15th August 1922.
15. Communal representation in the Secretariat	Do	Names of suitable non-Brahman candidates have been obtained and are considered as vacancies arise

II.—Second Year—*cont.*

(1st August 1921 to 27th March 1922—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of the action taken by Government. (3)
16. Increase of pay to village headmen.	6th August 1921.	Orders have issued in G.O. No. 1482, Revenue, dated 15th August 1922.
17. Appointment of a committee to suggest reforms in secondary and intermediate education.	1st September 1921.	A committee has been appointed—G O. No. 1557, Education, dated 25th October 1921—see page 289 below.
18. Admission of maximum number of students in colleges.	Do.	Orders have issued—vide G.Os. No. 694, Law (Education), dated 6th June 1922, and No. 713, Law (Education), dated 10th June 1922.
19. Raising the status of the Government Islamia School, Trichinopoly.	Do.	The question has been deferred pending the permanent transfer to the Government of the site and buildings.
20. Appointment of committee to reorganize the School of Arts.	2nd September 1921.	A committee was appointed in G.O. No. 1881, Development, dated 6th October 1921. The Government have issued orders on the committee's report—see page 289 below.
21. Grant of Takavi loans—Resolution recommending— (i) that the loans granted in famine-affected areas should be free of interest; (ii) that the repayment of the first instalment should be postponed to January 1922; and (iii) that a portion of the principal up to one-half of the aggregate sum advanced should be remitted according to the circumstances of the debtors.	3rd September 1921	The Board of Revenue has submitted a report on the financial loss involved in proposals (i) and (ii) and the Government have decided to proceed under the rules in the Takavi Manual which are sufficiently elastic to meet hard cases. As regards proposal (iii), the Collectors concerned have been directed to submit half-yearly reports and recommendations.
22. Opening of telegraph offices at Pulivendla, Rayachoti and Badvel.	Do.	The Postmaster-General has been asked to take action
23 Use of the term 'Achari' for members of the Viswakarma community.	14th October 1921.	Orders were issued in G.O. No. 1955, Law (General), dated 19th November 1921, in accordance with the undertaking given in the Council.
24. Provincial contribution to Central Government.	15th October 1921	A deputation waited on His Excellency the Viceroy in February 1922 to represent the case of this Province.

II—Second Year—*cont.*

(1st August 1921 to 27th March 1922—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council (2)	Nature of the action taken by Government. (3)
25. Action taken by Government on the resolutions passed by the Legislative Council during each session.	15th October 1921.	Orders have issued in the sense desired—G.O. No. 264, Law (Legislative), dated 22nd November 1921
26 Uniformity of text-books for schools under public management and other aided schools.	Do.	Requisite amendments to the Madras Educational Rules notified in G.O. No. 123, Law (Education), dated 30th January 1922.
27. Ceylon quarantine restrictions	Do.	A copy of the report of the debate was forwarded to the Ceylon Government with whom the question is still under discussion.
28 Appointment of a special officer to compile information regarding Presidency establishment on a communal basis.	Do.	Orders regarding the compilation of the information desired have issued in G.O. No 658, Public, dated 15th August 1922
29 Modification of rules relating to the levy of penalty for default in payment of income-tax.	16th November 1921.	A copy of the report of the debate was forwarded to the Government of India for consideration when rules under the new Income-tax Act were framed.
30. Curtailment of salaries of appointments on Rs 500 and above	17th November 1921.	The Council was informed of the reasons why effect could not be given to the resolution—see paragraph 16 of the Honourable the Finance Member's speech, dated the 4th March 1922, made when presenting the budget for 1922-23.
31 Placing on the Council table orders creating new appointments on Rs. 500 and above.	13th December 1921.	Orders have issued in the sense desired—G.O. No. 42, Finance, dated 11th January 1922.
32 Location of the Court of Special Deputy Collector, Chandragiri.	Do.	The court has since been abolished.
33 Introduction of permanent settlement of land revenue in the ryotwari holdings of the Presidency.	14th December 1921.	The Government of India have been addressed in the matter.
34 Honorifics for Oriya names.	15th December 1921.	Orders were issued in G.O. No. 430, Law (General), dated 17th February 1922.
35 Issue of a vernacular manual of laws for the common people.	19th December 1927.	Action could not be taken owing to financial stringency.
36 Repeal of orders regarding collection of punitive tax from the people of Kamudi and neighbouring villages (Ramnad district).	21st January 1922.	The collection of the punitive tax has been discontinued and the force has been retained as part of the general strength of the district
37. Changing of the name of Panchama or Paraiya into Adi-Dravida.	22nd January 1922.	Orders were issued in G.O. No. 817, Law (General), dated 25th March 1922, in accordance with the undertaking given in the Council.

III.—Third Year.

(August 1922 to April 1923.)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of the action taken by Government. (3)
1. Reduction of the price of each day's proceedings of the Council to two annas.	13th September 1922.	Price reduced—G.O. No. 242, Law (Legislative), dated 25th October 1922.
2 The British Empire Exhibition.	14th September 1922.	All arrangements connected with the Exhibition have been entrusted to a general committee which has in its turn appointed an Executive Committee with the Director of Industries as Chairman. On this Committee's advice, the proposal to hold a local exhibition has been abandoned. Arrangements for participation in the British Empire Exhibition are in progress. The Legislative Council has since voted 1½ lakhs for the purpose.
3. Withdrawal of the powers of the Agency Commissioner to deport individuals.	Do.	Accepted by Government. Draft Bill on the subject is pending the repeal of the State Prisoners' Regulation by the Central Legislature. The post of Agency Commissioner was abolished
4. Appointment of Indians as Conservators of Forests, Deputy Inspectors-General of Police and Members of the Board of Revenue.	Do.	Resolution recorded by Government, pending the occurrence of vacancies which will give an opportunity of giving effect to it.
5. Increase in the number of certified public auditors.	Do.	A press communiqué was issued explaining why effect could not be given to the resolution—G.O. No. 410, Law, dated 5th February 1923.
6. Construction of the Palghat-Manantoddy railway.	15th September 1922.	The preliminary survey of the Shoranur-Manantoddy line having been completed, the Railway Board sanctioned a detailed survey of the Shoranur-Nilambur section ; construction has been undertaken and a portion of the line is now open for traffic.
7. Appointment of a Retrenchment Committee.	16th September 1922.	Orders have been issued in G.O. No. 796, Finance, dated 22nd September 1922 ; page 287 below.
8. Postponement of resettlement proposals in respect of Anantapur and Bellary districts.	Do.	Resolution as amended was accepted by Government. Instructions issued accordingly.
9. Separation of judicial and executive functions.	22nd September 1922.	A speical committee under the presidency of Mr. F. A. Coleridge, I.C.S, was appointed to consider the question. The committee has submitted a report on which the Government have passed orders—see page 290 below.
10. Appointment of a committee in each district to investigate the grievances of ryots in respect of forest reserves lying within a mile of the village-site or of the cultivated area of a village.	6th February 1923.	Committee appointed for Chittoor district as a test case. Orders were issued in G.O. No. 742, Development, dated 23rd May 1923 ; page 291 below.

III.—Third Year—*cont.*

(August 1922 to April 1923—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of the action taken by Government. (3)
11. Appointment of a committee to examine forest grievances in the Kurnool district.	26th February 1923.	Committee appointed for the Kurnool district. Orders were issued in G.O. No. 435, Development, dated 23rd March 1923, which has been placed on the Editors' Table; page 291 below.
12 Addition of a section to the Presidency Administration Report relating to members of the depressed classes in Government service.	Do.	Motion was withdrawn by the mover but the suggestion has been accepted by the Government and orders issued directing the replacement of the paragraph in the Presidency Administration Report dealing with Muhammadans by a general paragraph dealing with the representation in the public service of all the main castes in the Presidency.
13. Repairs to the Srirangam temple.	Do.	A committee was appointed and its report was laid on the table of the Council—pages 290-291 below.

IV.—Fourth Year.

(26th November 1923 to 3rd April 1924)

1 Daily and mileage allowance to presidents of district boards.	11th December 1923.	The travelling allowance rules were accordingly altered—G.O. No. 1023, L. & M., dated 16th April 1924.
2 Postponement of resettlement of black-soil taluks of Bellary and Anantapur.	Do.	The resolution was not accepted by the Government. They directed that the new rates sanctioned in G.O. No. 1332, Revenue, dated 21st July 1922, should be introduced at once in the black-soil taluks of Bellary and Anantapur districts, but that in view of the state of the season the difference between the resettlement and existing rates of assessment should be remitted in fasli 1333 (1923-24) on all lands except those that are irrigated by the Tungabhadra channels.
3 British Empire Exhibition	12th December 1923.	Accepted. The Chairman of the Executive Committee of the British Empire Exhibition has been instructed not to incur any further liability
4 Steps to be taken for the improvement and extension of works of irrigation in the Nellore district.	Do.	In connexion with the general examination of irrigation possibilities in the Ceded districts, a preliminary report on the Vengalapuram project has been drawn up and the revenue aspects are being examined by the Board of Revenue. Gaugings are being taken for two other projects in the district—Pulikonda and Rallapad. The Tungabhadra project is being examined and revised with a view to ascertain whether it can be made financially possible This provides for about 340,000 acres first crop and 60,000 acres second crop in the Nellore district.

IV.—Fourth Year—*cont.*

(26th November 1923 to 3rd April 1924—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of the action taken by Government. (3)
5. Election of presidents of district boards.	13th December 1923.	Presidentships which fell vacant on or after 13th December 1923 were *thrown open to election except in two cases †. In these two cases the reasons which necessitated the retention of the power of nomination in the hands of Government were notified in the gazette.
6. Election of two members of the Legislative Council as members of the Local Advisory Committee of the Madras and Southern Mahratta Railway.	6th February 1924.	Communicated to the Agent, Madras and Southern Mahratta Railway, and the members concerned
7. Cancellation of the levy of a fee for the inclusion of lands in the irrigable ayacut of the Kistna Eastern and Godavari Western deltas.	8th February 1924.	The Government did not cancel the levy of the fee, but agreed to consider individual cases of hardship.
8 Stopping of further amalgamation of villages and restoration of old units of villages and village officers.	9th February 1924.	On the passing of the Village Officers' Restoration Act in 1926, the restoration was undertaken and completed by October 1927.
9 Reinstatement of the Ghat talaiyaris	3rd April 1924	The Government re-examined the question and have increased the number of permanent talaiyaris by 38
10 Release of Mappilla prisoners convicted of certain offences.	Do.	No action has been taken on the resolution because independently of the resolution it had been decided that the judgments of Mappilla trials should be examined to see which convict could with safety be released. Mr Hilton Brown was placed on special duty in connexion with this and as a result of his recommendation prisoners satisfying certain conditions were released.

V.—Fifth Year.

18th August 1924 to 1st April 1925)

1. Release of M. P. Narayana Menon.	22nd August 1924.	The question was reconsidered by Government who have decided not to release him.

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* Tanjore, Tinnevelly, South Arcot, Chingleput, Kistna and Salem

† Guntur and Cuddapah

V.—Fifth Year—*cont.*

(18th August 1924 to 1st April 1925—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of action taken by Government. (3)
2. No. 3 (269). Recommending to convey to the Government of India the opinion of the Council that the Lee Commission's recommendations regarding public services should not be given effect to in this province	23rd August 1924.	Proceedings of the Council were forwarded to the Government of India (Letter No. 7463-1, Public, dated 29th August 1924).
3 Use of public roads, wells, etc, by members of the depressed classes	25th August 1924.	The resolution was communicated to all local bodies and heads of departments for information and guidance. It was also published in the *Fort St. George Gazette*.
4. Recommending that the Board's Standing Orders should be so amended as to allow remission of assessment on part fields.	16th October 1924.	The Government were unable to accept the recommendation. They considered that it would be sufficient to take such steps on the occurrence of widespread calamities.
5. Recommending— (i) that funds be provided to the districts affected by floods, etc., for affording relief to sufferers;	Do	(i) His Excellency had already authorized an expenditure of Rupees 40,000 for the immediate relief of the distressed.
(ii) that steps be taken and funds provided for the reclamation of silted lands or for affording gratuitous relief to landholders for reclamation purposes or for undertaking silt clearance by Government themselves; and		(ii) In G.O No. 1599, Revenue, dated 15th October 1924, the Government had offered loans at 6 per cent interest for reclamation of silted lands to lend free of charge and pay the cost of transport of tramway plant available with Government and to have a survey made of the lands affected. In G.O. No 1759, Revenue, dated 12th November 1924, the Government reduced the rate of interest to 4 per cent for the first two years of the loan period.
(iii) that application be made to the Government of India for financial assistance in the shape of a special grant or of remission of provincial contribution.		(iii) A sum of Rs 1¼ lakhs was obtained from the Indian Peoples' Famine Trust and placed at the disposal of the Central Flood Relief Committee for distribution in the flood-affected districts. An application was also made to the Government of India for a free grant, but the Government of India did not sanction it.

V.—Fifth Year—*cont.*

(18th August 1924 to 1st April 1925—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council (2)	Nature of action taken by Government. (3)
6. Recommending that in Malabar and South Kanara districts, in regard to the single crop lands on which crops have been destroyed and in regard to double crop lands which, after the first crops have been destroyed, have become unfit for raising a second crop on account of floods, land revenue should be wholly remitted and that where a second crop has been grown after the destruction of the first crop remission should be given to the extent of three-fourths.	19th November 1924.	As regards South Kanara, the Government sanctioned remission of assessment in the case of single crop lands on which the wet crop completely failed and double crop lands on which the first crop was destroyed by floods and the second crop could not be raised owing to the deposit of sand or silt or also failed, provided that the area affected was not less than one acre. Lands rendered unfit for cultivation were also granted remission so long as they remained uncultivable. As regards Malabar, the ordinary remission rules in the Board's Standing Order and the concessions granted in G.Os. No. 1725, Revenue, dated 6th November 1924, and No. 1931, Revenue, dated 16th December 1924, were considered sufficient.
7. Recommending the suspension of the revenue payable on lands affected by the floods for a period of thirty years from the current fasli	6th December 1924.	The Government were unable to accept the resolution. Orders have however been issued directing— (i) that the holders of wet lands in the Niramrambam tract covered with sand to a depth of over one foot should be given the choice between having the land reclassified as dry for the period of resettlement to be introduced in fasli 1335 and retaining it as wet, and (ii) that if the lands were retained as wet, remission would be granted until the sand is removed.
8 Stoppage of emigration to Assam.	Do.	The Government declined to give effect to the resolution—vide G.O. No. 619, dated 25th February 1925.
9. Recommending that in the resettlement of the five western taluks of the Bellary district the rates in the case of wet lands under Tungabhadra channels be raised by 12½ per cent and that the rates in the case of other lands bearing an assessment of over 6 annas be enhanced by 6¼ per cent during the period of resettlement.	Do.	The Government were not prepared to accept the recommendation of the Legislative Council. The orders actually passed were published in G.O No. 873, Revenue, dated 6th March 1925, which was laid on the Editors' Table

V.—Fifth Year—*cont.*

(18th August 1924 to 1st April 1925—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of action taken by Government. (3)
10. Appointment of a committee to inquire into the conditions of irrigation facilities in the Cuddapah district.	5th February 1925.	Orders appointing the committee were issued in G.O. No. 267 I., dated 25th June 1925. The Government Order has been placed on Editors' Table, page 291 below.
11. Supply of green manure leaves from the reserved forests.	Do.	Orders of the Government on the resolution have issued in G.O. No. 652, Development, dated 2nd May 1925, which is placed on the Editors' Table.
12. Appointment of a committee of the Legislative Council to report on the working of the policy laid down in regard to communal representation and to suggest means for the removal of existing inequalities.	2nd March 1925	Committee has been appointed in G.O. No. 733, Public, dated 3rd August 1925, page 293 below.
13. Opening of a paddy cultivation farm in South Malabar and in South Kanara.	1st April 1925.	A paddy-breeding station has been opened in Malabar alone.
14. Appointment of a committee to inquire into the grievances of the non-gazetted officers.	Do.	The resolution was recorded by Government in view of the financial condition of the province.

VI.—Sixth Year.

(18th August 1925 to 17th September 1926.)

1. Suspension of the scheme of colonizing the Andamans with Mappillas.	25th August 1925.	The Government of India sent to the Andamans a deputation consisting of the following gentlemen to see for themselves the conditions in which the Mappilla settlers lived there :— (1) Muhammad Schamnad Sahib Bahadur, M.L.A. (2) Syed Murtaza Sahib Bahadur, M.L.A. (3) Mir Abbas Ali Sahib Bahadur, M.A., LL.B., M.L.C. (4) Dr. K. D. Mugaseth, L.M.S. Pending their report the transfer of long-term Mappilla prisoners confined in the jails of this Presidency and of Mappilla women and children to the Andamans was stopped. The Government of India have since issued a resolution on the subject—Resolution No. F. 188/24, Jails, dated 4th October 1926.
2 Declaration of Maundy Thursday as a partial holiday for Roman Catholics and penultimate Saturday of every month to be a holiday for the Judicial Department in the mufassal.	Do.	The Government in the Law (General) Department issued an order No. 3327, dated 3rd November 1925, accepting the resolution.

VI.—Sixth Year—*cont.*

(18th August 1925 to 17th September 1926—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of action taken by Government. (3)
3. The appointment of a committee to investigate the problem of unemployment in this Presidency.	25th August 1925.	In pursuance of the resolution, a committee was appointed in G.O. No. 330, Law (General), dated 4th February 1926. The committee submitted its report to Government who passed orders on it in 1927.
4. Ellore to be made the district headquarters of the West Godavari district.	15th December 1925.	Ellore has been fixed as the district headquarters.
5. Reduction of tree-tax.	Do.	The reduction, not being justifiable in the public interests, was not made.
6. Total prohibition to be attained in a period of twenty years.	10th February 1926.	The Government have referred to the Finance Committee the question of the possibility of securing adequate new sources of revenue to make up for the loss of revenue which would result from a policy of total prohibition.
7. That no shops for selling toddy, arrack or beer should be located in or within two furlongs from cheris or other localities inhabited by members of the depressed classes or factories.	Do.	The Government have issued orders that the principle underlying the resolution should be observed as far as possible and have directed that the Standing Orders should be suitably amended.
8. That the sex disqualification for election or nomination to the Legislative Council be removed in respect of all classes of women generally.	17th July 1926.	The Government in the Law (Legislative) Department issued orders in G.O. No. 309, dated 5th August 1926, accepting the resolution.

VII.—Seventh Year.

(14th December 1926 to 31st March 1927.)

1. Starting of famine-relief works and other famine-relief measures by the Government.	26th January 1927.	The Government issued orders for the expansion of local fund works programmes with the aid of grants from provincial funds and sanctioned grants to local boards amounting to Rs. 8,10,128 altogether to provide employment for unskilled labour. Orders were issued for the starting of as many minor irrigation works as possible and the liberal grant of loans to ryots in the areas which were more seriously affected by the conditions of the season. To meet the extra expenditure on these accounts, the Government obtained a supplementary grant of Rs. 68,000 under 'Minor Irrigation Works' and Rs. 12 lakhs under 'Loans'. The Government also sanctioned the grant of concession rates for the transport by rail of fodder to the area in which there was a serious scarcity of fodder. The difference between the rates actually charged by the Railway and the concession rates, amounting in all to about Rs. 6,000, has been

VII.—Seventh Year—*cont.*

(14th December 1926 to 31st March 1927.—*cont.*)

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of action taken by Government. (3)
1. Starting of famine-relief works and other famine-relief measures by the Government—*cont.*	26th January 1927—*cont.*	met by the Government. Steps were taken for the immediate starting of the work connected with the construction of the Guntur-Guruzala-Macherla Railway. All Collectors were told that they should not be overstrict in the exercise of their discretion in determining what was constructive total loss under the remission rules and that they should not collect amounts which were likely to be remitted. The Government passed orders postponing to the next fasli the collection of kists in a number of villages in those districts in which such postponement was necessary. The total amount, the collection of which was thus postponed, was Rs. 11,74,073. Pending the orders of the Government on the question of the postponement of the collection of the kists to the next fasli, the Collectors postponed the collection of kists within the fasli wherever this measure was found to be necessary. The advisability of throwing open forest reserves for the free removal of grass and the free grazing of cattle was also impressed upon Collectors.
2. Amendments to sections 179 and 180 of the Famine Code.	Do	The Government accepted the resolution and have asked the Board of Revenue to issue the necessary amendments to the Famine Code
3 The Mappilla Andamans Colonization Scheme	27th January 1927.	The Government could not give effect to the resolution for the reasons stated in paragraphs 2 to 5 of G.O. No. 1981, Law (General), dated 23rd June 1927.
4. Revision of the pay of village officers.	14th March 1927.	The Government have decided not to increase the pay of any class of village officers or servants.
5. Constitution of a separate Andhra Province.	Do.	The proceedings of the Council were forwarded to the Government of India with reference to section 52-A of the Government of India Act.
6. Construction of a separate 'Hospital for Children' in Madras	31st March 1927.	The Government have consulted the Surgeon-General who is of opinion that the establishment of a separate hospital for children is at present unnecessary and that money could be more usefully spent in providing for the treatment of children in the out-patients' departments of the existing State medical institutions in the city. The Government have accepted this view and they have requested the Surgeon-General to submit detailed proposals for the opening of children's departments in the Government Hospital for Women and Children, Madras, and the Victoria Caste and Gosha Hospital, Madras.
7 Introduction of coloured ballot boxes in elections to local bodies	Do	The Local and Municipal Advisory Committee is being consulted as to how effect can best be given to the resolution.

VIII.—Eighth Year.

(23rd August 1927 to 30th March 1928).

Serial number and subject of resolution. (1)	When passed by the Council. (2)	Nature of action taken by Government. (3)
1. Eviction of depressed classes as a result of town extensions.	23rd August 1927.	The Government have communicated this resolution to all local bodies for information and guidance in connexion with the preparation and execution of town-planning or town improvement schemes
2. Committee to enquire into the grievances of non-gazetted officers.	21st October 1927.	For the reasons stated by the Hon'ble the Revenue Member during the debate, the Government are unable to accept the resolution.
3. Release of M. P. Narayana Menon, a Malabar rebellion prisoner.	4th November 1927.	Recorded as adequate surety was not forthcoming that Narayana Menon would abide by the conditions on which the Government were prepared to release him.
4. Recommending legislation to stop the practice of dedicating girls to Hindu temples.	Do.	A copy of the resolution has been forwarded to the Government of India.
5. Repair of the Manur Irrigation channel.	24th January 1928	The Chief Engineer has been asked to prepare an estimate
6. Appointment of a committee to report on physical education.	Do.	Proposals for the formation of a committee are under consideration
7. Appointment of a Muhammadan Judge in the High Court.	Do.	The matter will receive attention when occasion arises.
8 Committee to investigate a scheme for a high-flood channel from the Kistna	Do.	The appointment of a committee has been refused as unnecessary The Chief Engineer has been asked to report on the scheme
9. Recommending a liberal grant to the Women's Home of Service.	Do.	The matter will receive attention when an application for a grant is received
10. Disapproval of the appointment of the Statutory Commission.	25th January 1928.	The proceedings of the Council were forwarded to the Government of India.
11. Kallar Reclamation work to be transferred from the Police to the Revenue department.	27th February 1928.	The Government have decided for reasons stated in the Council to take no action on the resolution.
12. Investigation of the Tungabhadra project.	Do	The resolution has been accepted and a special division sanctioned for the investigation.

The following four resolutions also were passed during the last session of the Council; but information has not yet been supplied as to the action taken upon them by the Government:—

Department concerned.	Abstract of resolution.
1. Revenue department.	That the policy of the Government be the total prohibition of drink in this Presidency in the course of a definite number of years.
2. Local Self-Government department.	Modification of the Madras Educational Rules, so that poor girls reading in any institution be exempt from payment of school fees up to Third Form.

Department concerned.	Abstract of resolution.
3. Revenue department.	That the rate of interest on the loans advanced to ryots under the Land Improvements Loans Act and the Agricultural Loans Act be reduced.
4. Public department.	To communicate to the Government of India that in the opinion of this Council the marriageable age of boys and girls should be raised by legislation to 21 culturists Loans Act be reduced.

The number of resolutions passed is 115, of which No. 5 of the fifth year contains three distinct parts; thus the number of recommendations actually made comes to 117. These recommendations have been classified according as they relate (1) to reserved subjects, (2) to transferred subjects, (3) to matters which are common to reserved and transferred subjects alike, e.g., revision of salaries, retrenchment, communal representation, change of caste names, and (4) to central subjects, e.g., provincial contributions, railways, telegraph offices, income-tax, formation of an Andhra Province, disapproval of the Indian Statutory Commission; and in the following table is shown for each of these classes the number of recommendations which have been accepted and the number rejected:—

Class. (1)	Total number of resolutions passed. (2)	Number accepted. (3)	Number rejected. (4)	Percentage of column (3) to column (2) (5)
Reserved	60	35	25	58·3
Transferred	23	19	4	82·6
General	15	11		73·3
Central	19	19 *	..	100
Total ..	117	84	33	71·8

* The action taken by the Local Government in these cases was to forward the proceedings of the Council to the Central Government.

An analysis of the foregoing list of resolutions passed by the Council will probably reveal the want of a clear distinction between policy and administrative practice in the minds of the Council politicians, especially of those who have been in, or associated with, the Government service, and who, since their assumption of the role of members of the Legislative Council have shown a tendency to interfere in administrative detail when they might have better confined themselves to examining questions of policy. As regards the effect of these tendencies, reference may be made on the one hand to the committees which have re-examined policy *ab initio* in almost every department and on the other to the

resolutions of the Council suggesting interference in quite minor matters of administrative detail. On the whole, it may be said that the Government have disarmed many suspicions by placing all their cards upon the table, and that, generally speaking, the result has been an increased amount of co-operation in all branches of the administration.

Ballot for resolutions.—Although Standing Order 5 (2) provides that the relative precedence of notices of Bills and resolutions given by non-official members shall be determined by ballot, the Council was content, until September 1921, to take up the motions in the order arranged by the Secretary. In September 1921, however, on the representation of the then leader of the House, Sir Lionel Davidson, the system of ballot for resolutions was first introduced; this was extended to Bills on 20th January 1923, both Bills and resolutions contending together in one ballot. The low place obtained by Bills on this system—one result of which was that notices of two Bills of importance given by non-official members (a Malabar Tenancy Bill and a Local Option Bill) never came on the agenda at all, but lapsed by prorogation—led to steps being taken to amend the Standing Orders; and it is now provided by virtue of these amendments, (1) that non-official members' Bills and notices of resolutions should be ballotted for separately according to the names of members, no member being entitled to ballot for more than one Bill and one resolution in the same ballot; (2) that the priority determined by a ballot should hold good for thirty days only and that after thirty days a fresh ballot should be held, at which notices previously ballotted for but not already moved in the Council may compete for priority on renewal of the same; (3) that not less than fifteen notices of resolutions arranged in order of priority should be placed on the agenda paper on each day available for this class of business; and (4) that all non-official members' Bills should be dealt with by the Council in the ballot order before any motions on matters of general public interest are taken up. These changes have relieved to some extent the congestion of business, not only in the Council, but also in the several departments of Government which till then had to work up cases on hundreds of resolutions that never came up for disposal.

18. *Motions for adjournment* for the purpose of discussing a definite matter of urgent public importance may be made with the consent of the President and subject to the following restrictions, namely:—

(i) Not more than one such motion shall be made at the same sitting;

(ii) not more than one matter can be discussed on the same motion, and the motion must be restricted to a specific matter of recent occurrence;

(iii) the motion must not revive discussion on a matter which has been discussed in the same session;

(iv) the motion must not anticipate a matter which has been previously appointed for consideration, or with reference to which a notice of motion has been previously given; and

(v) the motion must not deal with a matter on which a resolution could not be moved.

The following is a list of motions for the adjournment of the business of the House for debates on matters of urgent public importance. Such debates, unless disallowed by the Governor under rule 22 (2), took place until December 1924 between 4 and 6-30 p.m. on the day on which such motion was made, provided the leave of the House had been obtained. In December 1924 amendments were made to Standing Orders 22 and 23 (1), the effect of which was that the debate on the motion commenced at 2-30 p.m. on the same day on which the motion was made or at 2-30 p.m. the next day and terminated automatically at 5 p.m.

(c) Motions for adjournment of Debate.

Subject.	Result
(1) Arrest of the non-co-operator Yaqub Hasan	Talked out.
(2) Shooting in Madras of persons concerned in labour riots ..	Motion disallowed by His Excellency the Governor.
(3) Disturbances caused by labour troubles	Talked out.
(4) Train tragedy resulting in the death from asphyxiation of 70 Mappilla prisoners	Do.
(5) Extension of Criminal Law (Amendment) Act of 1908 ..	Leave of the House not granted
(6) British Premier's speech referring to the position and prospects of the Indian Civil Service	Motion disallowed by His Excellency the Governor.
(7) Provincial contribution to the Central Government	Motion put and carried.
(8) The issue of a whip by the hon. Minister for Local Self-Government in connexion with the no-confidence motion of Mr C Ramalinga Reddi—5th February 1924.	The motion was talked out.
(9) The effect on the present Reforms of the statements made by the hon. Member for Finance at the meeting of the Legislative Council on 7th February 1924 that the bulk of the duties in relation to the public services are laid upon the Governor and that he must take the initiative in making appointments—4th March 1924.	Do.
(10) The sending of a telegram by some hon. Members of this Council to the Government of India supporting the maintenance of the salt duty at Rs. 2 per maund if the provincial contribution from Madras is to be reduced—18th March 1924	The notice was ruled out of order by the hon. the President.
(11) The situation arising out of the orders issued to prevent leading mirasidars like Messrs. Pantulu Ayyar and Marudavanam Pillai from attending the Mirasidars' Conference at Mayavaram on the 20th March—28th March 1924	The motion was by leave withdrawn.
(12) Bifurcation of the Kistna district—31st March 1924	Disallowed by the hon. the President
(13) Requesting the Local Government to forward to the Government of India the opinion of the Madras Council for the grant of provincial autonomy to the Madras Presidency.	Put and carried.
(14) Treatment accorded to an hon Member of the Madras Council by a District Collector by his statement that some questions tabled in the Council were treated as allegations which were received with the incredulous contempt they deserved.	Do.

Motions for adjournment of Debate—*cont.*

Subject.	Result.
(15) Action of the Government of Madras in regard to the prosecution in the Imperial Bank fraud case and more especially (1) the grounds on and the circumstances under which the Police decided to prosecute the accused in the case, (2) the grounds on and the circumstances under which the Government entrusted the prosecution of the case to the Counsel for the Bank, a private party, in preference to the Law officers of the Crown and permitted him to draw remuneration from the Bank and the Government, and (3) the conduct of the Police in the preparation and presentation of the case before the Court.	Disallowed by His Excellency the Governor.
(16) Communal disturbances in Palghat firka during the car festival at Kalpathi village on the 13th November 1924 in utter disregard to G.O. No. 2660, dated 25th September 1924, relating to the entry into public roads by the members of the depressed classes.	Disallowed by the hon. the President.
(17) Withdrawal by the Government of the privilege of electing its Chairman by the Dindigul Municipal Council.	Talked out.
(18) Appointment of a third Member of the Executive Council from among persons who are Government officers.	Disallowed by His Excellency the Governor.
(19) That no part of the Madras Hindu Religious Endowments Act shall be brought into force anywhere in the Madras Presidency until the said Act is considered by His Majesty in Council under section 82 of the Government of India Act, and unless and until it is amended in a manner indicated by His Excellency the Governor-General and otherwise so as to rid it of all its objectionable features.	Disallowed by the hon the President.
(20) Situation created in Tanjore by the rigorous collection of enhanced land revenue even from lands that have not been cultivated before any orders have been passed on the remission application and even in spite of the present famine-stricken condition of the district when a large extent of land is uncultivated and the yield of the cultivated land is very much below the normal.	Put and carried.
(21) Unsatisfactory report that has been recently made by the Reforms Enquiry Committee.	Do.
(22) Situation created in the Madras Presidency by the action of the Legislative Assembly in accepting motions whereby the remission of the contribution of the Presidency has been placed in jeopardy, and the serious effect likely to be produced by such action on the finances of the province.	Put and carried (as amended).
(23) Proposal to write off the loans given to the planters and the payment of Rs. 41,000 as compensation to the Pullengode Rubber estate in Malabar.	Put and carried
(24) Postponement of the bifurcation of the Kistna district until the amalgamation of Chingleput with Madras, and Nilgiris with Coimbatore.	Disallowed by the hon. the President.
(25) Unsatisfactory nature of the speech of the Secretary of State for India in the House of Lords regarding Indian Reforms, especially with reference to this Presidency.	Disallowed by His Excellency the Governor
(26) Question of expunging from the published records the remarks made against and the reflections cast on an hon. Member of the House in the report of Mr. Courtenay and the Government Order thereon.	Carried as amended
(27) State of famine conditions in some parts of the Coimbatore district and the desirability of Government taking up some work immediately to give relief to the sufferers	Carried.
(28) The improper and unconstitutional observations made by the hon. the Minister for Education in the South Kanara Indian Civil League at Mangalore and the Mappilla Deputation at Tellichery regarding the type of representatives to be sent by the electors to the Council.	Withdrawn

Motions for adjournment of Debate—*cont.*

Subject.	Result.
(29) Growing tendency among public servants in Madras of taking part in political controversies and expressing their opinion on matters of an acutely controversial political character or on questions of administrative policy as illustrated, among others, by certain speeches of the Collectors of South Arcot and Ramnad, and administration report of the Commissioner of Police and the immediate necessity of Government taking effective steps to arrest such tendencies and prevent the recurrence of such activities.	Talked out.
(30) Nomination to the Council of the Corporation of Madras by the Government of Mr. O. Tanikachalam Chettiyar, a gentleman who was defeated at the previous elections, which is a fraud upon the power of nomination vested in the Government and which is calculated to bring the administration of local self-government into contempt and ridicule.	Disallowed by the hon. the President.
(31) Policy of the Government underlying the order under section 144 of the Criminal Procedure Code passed by the Divisional Magistrate of Palghat on the 13th November 1925 prohibiting Ezhuvas and others from entering the streets of the Brahman villages in and around Kalpathi during the local car festival from the 13th to 15th November 1925.	Do
(32) Railway disaster at Pattukkottai on the South Indian Railway and the desirability of appointing a committee of non-officials to enquire into and report on the matter.	Disallowed by His Excellency the Governor
(33) Hartal of all shop-keepers and merchants in Tadpatri on the 15th December 1925 brought about by oppressive taxation levied by the Chairman of the Municipal Council.	Withdrawn.
(34) The critical position of Indians in South Africa, a large number of whom belong to the Madras Presidency, brought about by the passing of the Colour Bar Bill and by the progress of the areas Reservation Immigration and Registration (Further Provision) Bill in the legislature there, with a view to the Local Government representing to the Government of India the urgent and imperative need of their bringing pressure to bear on the South African Government to a Round Table Conference before these Bills are proceeded with further, and failing which to urge the Government of Great Britain to advise His Majesty the King to veto the Bill if they are finally passed.	Disllowed by his Excellency the Governor.
(35) The order of the Government refusing to accept the recommendations of the Excise Licensing Board, Madras, to close one tavern, one arrack shop and one opium shop during the year 1927, the sales for which are to take place on 17th February 1926.	Put and lost.
(36) Interference by Government servants, particularly Mr. C. D. Nayagam, Deputy Registrar of Co-operative Societies, contrary to rules and the notifications of Government, with the free exercise of franchise by non-Muhammadan rural constituencies of the North Arcot district in connexion with the ensuing by-election for that constituency.	Withdrawn.
(37) Statements (especially that the Government do not propose to take any special action in the matter) made by the hon. the Minister for Local Self-Government in answer to a question in the Council, dated 2nd March 1926, with regard to the death of a student who was refused admission in the General Hospital.	Lost.
(38) Critical situation created by the paralysis of several industries in the presidency and the urgent necessity of Government taking immediate steps for the relief of the distress caused and devising measures for resuscitating the deserving industrial concerns that have closed or are closing.	Disallowed by the hon. the President.
(39) Pay to be drawned by and the recoveries to be made from unp ssed clerks and the orders relating to their exemption from examination rules.	Put and carried.
(40) Refusal of the Madras Government to remove the disqualification of Mr. Yaqub Hasan under sub-rule (2) of rule 5 of the Madras Electoral Rules	Lost

Motions for adjournment of Debate—*cont.*

Subject.	Result.
(41) Neglect of the Government to nominate an Indian Christian to the District Board of Trichinopoly when a suitable vacancy occurred.	Disallowed by the hon. the President.
(42) Refusal of the Government of India to accept the proposal of the Madras Government for giving the local legislature the power to fix by means of a taxation Bill the money rates of assessment both at initial settlement and at resettlement and the failure of the Local Government to bring before the Legislative Council the required Revenue Settlement Bill.	Do.
(43) Unconstitutional, autocratic and arbitrary procedure of the local Government in carrying on revenue settlement without the authorization of a legislative enactment, notwithstanding the recommendation of the Joint Parliamentary Select Committee and repeated recommendations of the House and the constant assurance of Government in favour of an early legislation on the subject.	Do.
(44) Neglect of Government to make adequate provision for the segregation of the thousands of lepers that infest public roads and other public places and the absolute necessity of funds being provided at once or gradually for the adequate accommodation and proper treatment of lepers.	Leave not given by the Council.
(45) Refusal of the Madras Government to remove the disqualification of Mr. B. Sambamurthi preventing him from standing for the local Legislative Council.	Do
(46) The unsatisfactory nature of G.O. No. 1974 I., dated 16th December 1926, and the urgent necessity of modifying it, especially with a view to grant irrigational facilities under the Mettur scheme to the districts of Coimbatore and Salem.	Talked out.
(47) The refusal of the Government to include the Trichinopoly district amongst the districts entitled to receive the benefits of the Mettur Project scheme.	Not discussed.
(48) The need for the Government of Madras to represent to the Government of India the opinion of this House that it wholly disapproves of the action of the Government of India in sending Indian troops to China, taken as it was without reference to the Legislative Assembly.	Disallowed by His Excellency the Governor
(49) To discuss the proposal of reconstructing and remodelling of the General Hospital, Madras.	Talked out.
(50) The indecent haste displayed by the Government of Madras to dispossess the Andhra Ayurvedic Pharmacy, Limited, Madras, of a portion of their land forming part of their drug farm and sanatorium at Avadi, with a view to assist the Malayan Depot officers by the application of the emergency section of the Land Acquisition Act, and to urge upon the Government the necessity for taking immediate steps for withdrawing from the said acquisition.	Withdrawn
51) The alarming situation that has arisen in the City of Madras on account of water famine and the consequent outbreak of the epidemic of cholera in a virulent form.	Carried.
(52) The appointment and the unsatisfactory composition of the Malabar Tenancy Committee that has been recently constituted by Government.	Do.
(53) The excessive and improper collections of money by the Police from the people of the district of South Kanara for the police sports at Mangalore on the occasion of His Excellency the Governor's visit to the district.	Disallowed by the hon. the President.
(54) The inordinate haste with which the Madras and Southern Mahratta Railway Company are pushing on with the work of erecting a powerful pumping installation on the bed of the Palar river near Jalarpet Junction to the detriment of the interest of the ryots of the neighbourhood, and the callous indifference of the District Collector to the petitions of the affected ryots.	Do.
(55) To draw the attention of the Government to the conduct of the Police in the Koilkuntla shooting affair.	Do.
(56) To draw the attention of the Government and to call upon them to cancel the advertisements calling for tenders for the purchase of cement for the Mettur dam	Talked out

Motions for adjournment of Debate—*cont.*

	Subject.	Result.
(57)	The necessity of suspending dredging and other operations in connection with the Tuticorin Harbour Works pending the decision of Government on the recommendations of the Committee appointed in England to consider the feasibility of the project and other points connected.	Carried.
(58)	To discuss the question of the Government helping the Carnatic Paper Mill under the State Aid to Industries Act to avoid liquidation.	Disallowed by the hon. the President.

The following analysis of this list may be of interest:—

Total number of motions			58
Disallowed by His Excellency the Governor.		8	
Do.	the Hon'ble the President.	15	
Do.	the Council	3	
		—	26
	Balance ...		32

Of these 1 was carried relating to grievances of unpassed clerks common to the reserved and transferred sides of Government; 5 dealt with matters such as the financial relations between the Provincial and Central Governments, the Governor's powers in the matter of appointments, and the Reforms Enquiry Committee's Report which are really outside the sphere of the local Government; 4 of these were carried and 1 was talked out. Eight dealt with transferred subjects, etc., the issue of a whip by the Chief Minister in connection with a vote of no confidence, the withdrawal from a municipality of the privilege of electing its chairman, the character of a speech made by the Minister for Education, a hartal in a municipality due to oppressive taxation, Government's refusal to accept the recommendation of an Excise Licensing Board, the character of an answer given by the Minister for Local Self-Government in the Legislative Council, the remodelling of the General Hospital and the scarcity of water in the City of Madras; of the motions 1 was carried, 2 were put and lost, 3 were talked out and 2 withdrawn. The remaining 18 dealt with reserved subjects, e.g., the arrest of a non-co-operation leader, disturbance caused by labour troubles, the death of Mappilla prisoners in a train, comments by a Collector on the nature of some questions tabled in the Council, the rigour of the methods of collecting land revenue, the write-off of loans to planters in Malabar, comments on the conduct of a member of the Council made by an officer of Government in an official enquiry, the need for famine-relief work, the tendency of public servants to take part in political controversy, the interference of Government servants in elections and the refusal of Government to remove the disqualification of certain candidates for election to the Council, various aspects of the Mettur irrigation scheme, the proposal to acquire part of an Ayurvedic sanatorium, the Malabar Tenancy Committee and the Tuticorin harbour works; 7 of the motions were put and carried, 6 were talked out, 3 were withdrawn, 1 was lost and 1 was not discussed.

(d) Other motions.

19. Occasionally and quite exceptionally, the President has granted leave for the discussion of a motion on a matter of public interest not involving a definite recommendation to the local Government. Instances of this class of motions in the first Council were (1) a motion by T. A. Ramalinga Chettiyar on the provincial contributions to the Central revenues, 15th October 1921; (2) a motion by the same member to thank Mr. Montagu for his public services, 15th March 1922.

Instances of such motions in the second Council were—

(1) A motion by Rao Bahadur P. C. Ethirajulu Nayudu regarding the Swarajya newspaper's action in impugning the impartiality of the Chair.

(2) A motion by the Hon'ble the Law Member on the 16th December 1925 regarding the acceptance by this Council of the principles of the Legislative Bodies Corrupt Practices Bill. An amendment proposed by Rao Bahadur C. V. S. Narasimha Raju was carried to the effect that a committee of the legislative body concerned was to be appointed by means of the single transferable vote, of which the President and Deputy President should be ex officio members and which should be constituted a Court of Record to try the offences mentioned in the Bill; that the maximum punishment meted out should be expulsion from the House and that with the previous sanction of the President.

(3) Another motion made by the Hon'ble the Law Member on the same day that this Council approves the proposal for the bifurcation of the Madras City Non-Muhammadan constituency was eventually lost.

A new feature of the second reformed Council was that the members took advantage of the provisions of Standing Order 70 to present addresses to His Excellency the Governor. To this category belonged a motion of no-confidence in the Ministry which was discussed on the 27th and 28th November 1923. Notices of three similar motions were subsequently received. One of these was disallowed by the Hon'ble the President and the members concerned did not actually bring the other two before the Council. On August 23, 1927, the Council passed an address to the Governor asking him in future meetings to allot a sufficient number of days to admit of the disposal of all non-official work tabled for each meeting.

Rules 12-A and 24-A inserted in the Legislative Council Rules in 1926, as a result of the recommendations of the Muddiman Committee, provide a regular procedure for votes of no-confidence in Ministers and for motions other than resolutions. The procedure laid down by Rule 12-A has been invoked twice, once in August 1927 and again in March 1928. In August 1927, the number of members required by the rules rose in support of the motion, which was debated on the 23rd and 24th and eventually defeated by 56 votes to 67. In March 1928, when leave was asked to make a motion expressing want of confidence in the Chief Minister, only 36 members rose in their places instead of the

42 required by the rule and the President accordingly informed the member that he had not the leave of the Council to make his motion.

Notice of six motions under Rule 24-A were received, but none of them were made as either the Member of Government in charge or the Hon'ble the President refused to give his consent. The following is the list of these motions:—

Date of notice and description.	Allowed or disallowed.	By whom.
20th August 1927.		
Unsatisfactory nature of the conduct of the Police in the matter of the Koilkuntla shooting incident ..	Disallowed.	Member in charge.
22nd August 1927.		
Dissatisfaction at the delay in sanctioning the Tungabhadra project	Do	Do.
Disapproving the grant made for the expenses of the Malabar Tenancy Committee	Do.	President.
22nd September 1927.		
Removal of the statue of General Neill from Mount Road	Do.	Do.
3rd October 1927.		
Filling up of the post of the Government Kazi of Madras.	Do.	Do.
19th October 1927.		
Unsatisfactory nature of the conduct of the Police in the matter of the Koilkuntla shooting incident ..	Do.	Member in charge.

The resolution moved by the Honourable Member for Finance on the 1st of March 1927 regarding the appropriation in the next year of the unspent portion of the amount sanctioned in the previous year's budget in the case of certain major works which had not been finished during that year and for which there was no provision made for the current budget year was ruled to be in order as coming under this rule.

(e) Legislation.

20. The legislative authority of the local Council is co-extensive with the peace and good government of the Presidency and is concurrent with the authority of the Indian legislature [sections 80-A (1) and 65 (1)]. The intrusion of the Central Legislature in provincial matters is restrained by the control of the Governor-General [section 67 (2)]; but there are three other authorities which may exercise legislative powers in matters of provincial concern; a provincial Council may not make any law affecting an Act of Parliament [section 80-A (4)] and the authority of Parliament to legislate for India is not affected by anything contained in the Government of India Act; secondly under section 71 (4) the Secretary of State has applied section 71 to Laccadive Islands and Minicoy, from which the authority of the Legislative Council has by the notification under section 52-A (2) been withdrawn, and any legislation applying to these islands can only be enacted by the Governor-General in Council in the form of a regulation under the provisions of section 71 [*cf.* the Laccadive Islands and Minicoy (Amendment) Regulation No. I of 1926]; and thirdly, under section 72, the Governor-General has the power in cases of emergency to legislate by ordinance; this power has been exercised in Madras only in the emergency

which arose from the Mappilla rebellion in 1921–22 in the course of which Ordinances II, III, IV and V of 1921 and I, II and III of 1922 were promulgated, by which Martial Law was proclaimed, tribunals were constituted to try offences committed in the area in which Martial Law was in force, and ultimately Martial Law was withdrawn. These exceptions apart, the Council's legislative powers are unlimited, but they are also controlled. The Governor has the power under section 72-D (4) to certify that a Bill affects the safety or tranquillity of the province and direct that no proceedings in relation to it be taken in the Council. This power there has been no occasion for him to exercise. If the Council confines itself to subjects classified as provincial, it may of its own motion take any law into its consideration, save that a few provincial subjects, such as, infectious and contagious diseases, universities, land acquisition, disforestation of reserved forests, High Courts, registration, labour disputes, control of the Press and professional qualifications have, under Part II, Schedule I of the Devolution Rules, been made subject to legislation by the Indian legislature. On such subjects, on taxation beyond its powers; for the repeal or alteration of certain existing Acts of general application and on all subjects which are not provincial, such as Central subjects, the public debt, customs, defence and foreign relations, it may legislate only with the previous sanction of the Governor-General. Similarly money bills require the previous sanction of the Governor to their introduction. A bill passed by a provincial Legislative Council does not become an Act till it has received the assent of the Governor and an Act does not have validity till it has received the assent of the Governor-General or, if the Governor-General has reserved the bill, as he may do, for the signification of His Majesty's pleasure, till the assent of His Majesty in Council has been signified. In the case of the Malabar Tenancy Bill (7 of 1924) which was passed by the Council on 2nd September 1926, His Excellency the Governor withheld his assent for the reason, among others, that the bill deprived members of one section of the community, the jammis or landlords, without any compensation, of the whole or part of the rights over their property in which they had been confirmed by a century of legal decisions. The Governor, however, may instead of assenting or withholding his assent return a bill for reconsideration by the Legislative Council together with any amendments which he considers to be necessary or desirable. He has three times exercised this power—

(i) the Madras City Tenants Protection Bill (6 of 1921) passed on 16th November 1921 was returned by the Governor with a suggestion that clause 12 be amended. The Council adopted the amendment and the bill came into force on the 21st February 1922 as Act III of 1922;

(ii) the Bill to amend the Court Fees Act (6 of 1922) was passed by the Council on the 15th March 1922; but the Governor returned it for an amendment in drafting to which the Council agreed;

(iii) the Madras Hindu Religious Endowments Bill (12 of 1922), passed by the Council on the 3rd April 1923, was returned to the Council for reconsideration, whereupon the Council on the 2nd April 1924 accepted the amendments recommended by the Governor.

He may also reserve certain classes of bills for the consideration of the Governor-General and other classes of bills he is required to reserve for the same authority. Examples of bills which must be reserved are bills affecting religion or religious rites, bills providing for the construction of light and feeder railways and bills which have the effect of including within a transferred subject matters which have been classified as a reserved subject. In the exercise of these powers the Governor reserved the Madras Irrigation Bill which had been passed by the Council on the 5th February 1924. He subsequently returned it with a recommendation that some amendments be passed. These amendments came before the Council on the 27th August 1926 when the consideration of the bill was adjourned and the bill lapsed with the dissolution of the Council in 1926. The Governor also reserved for the Governor-General's assent, Bill No. 5 of 1926 which re-enacted the Hindu Religious Endowments Act 1 of 1925, the validity of which had been questioned in the Courts.

Finally Acts assented to by the Governor-General may be disallowed by His Majesty in Council, and when so disallowed become void. And in order to discharge his responsibility to Parliament, the Governor is armed with powers to secure necessary legislation in spite of the opposition or the recalcitrance of the Council; if the Legislative Council has refused leave to introduce or has failed to pass in a form recommended by the Governor, any bill relating to a reserved subject, the Governor may certify that the passage of the bill is essential for the discharge of his responsibility for the subject, and thereupon the bill shall, notwithstanding that the Council have not consented thereto, be deemed to have passed. Adequate provision is made against the abuse of this extraordinary power by requiring that all such Acts shall be laid before Parliament as a preliminary to obtaining His Majesty's assent. Only in cases of emergency can an Act so made by the Governor be brought into force immediately by the assent of the Governor-General and in all such cases the Act is liable to disallowance by His Majesty in Council. There has been no occasion for the exercise of any of the powers mentioned in this paragraph.

21. The procedure to be observed in conducting legislative business is laid down in the Legislative Council Rules 18 to 21-A and Standing Orders 37 to 52. The Governor may order publication of a bill with the Statement of Objects and Reasons in the Gazette, and in such cases it is not necessary to move for leave to introduce the bill. In other cases, a member must give the required notice of his intention to move for leave to introduce a bill, submitting with the notice a copy of his bill and a full Statement of Objects and Reasons. If the motion for leave to

introduce a bill is opposed the President may permit a brief statement from the member who moves and from a member who opposes the motion and may without further debate put the question thereon. If the bill has not previously been published, it must, as soon as possible after introduction, be published in the Gazette. The member in charge of the bill, that is to say, in the case of a Government bill, the member acting on behalf of the Government and in the case of private bills the member who introduces the bill, may either move that the bill be taken into consideration by the Council or that it be referred to a Select Committee or that it be circulated for the purpose of eliciting opinion. Select Committees should not ordinarily consist of more than fifteen members. When the Select Committee's report is presented, it is the usual practice to consider the bill, clause by clause, together with any amendments of which notice has been given. If no amendment is made, the bill may at once be passed into law, but if it is amended in any way, objection may be taken to the passing of the bill at the same sitting; and when such objection prevails, an interval of at least three days must elapse between the conclusion of the consideration of the bill and the moving of the motion that it be passed into law.

22. A considerable number of legislative proposals which the Government had on hand during the latter half of the decade preceding the introduction of the Reforms had to be held up on account of the war. During the two years following the end of the war, five of these measures were introduced into the pre-Reform Council and were passed into law during the year 1920. These were—

(1) The District Municipalities Act, 1920.
(2) The Local Boards Act, 1920.
(3) The Village Panchayat Act, 1920.
(4) The Elementary Education Act, 1920.
(5) The Town-Planning Act, 1920.
(6) The Madras Village Courts Amendment Act, 1920.

Although these Acts have had very important effects on the post-Reform administration, it is unnecessary to refer to them in detail, because the passing of these measures belongs to the period anterior to the Reforms. Other projects of legislation, to be presently mentioned, had also been planned before the Reforms and though the reformed Council has had to deal with them in the different technical stages of legislation, they would in all likelihood have been proceeded with, whether there was a change of Government or not. These measures were—

(1) A Bill to amend the Madras Cattle Diseases Act, 1866 (Bill No. 3 of 1921). The object of the amendment was to give discretion to the keeper of a hospital pound in the matter of impounding animals suffering from infectious diseases, such as rinderpest. This bill was introduced on the 11th March 1921 and passed by the Council on 31st August 1921 and came into force on 11th October 1921 as Madras Act III of 1921.

(2) The Madras City Tenants Protection Bill (Bill No. 6 of 1921). In many parts of the city of Madras dwelling-houses or other buildings had been erected by tenants on land belonging to others, in the full expectation that, subject to payment of a fair ground-rent, they would be left in undisturbed possession, notwithstanding the absence of any contract as to the duration of the lease or as to the terms on which buildings should be erected. As, however, there had been attempts to evict a large number of such tenants, it was considered necessary to safeguard their interests by legislation. The bill provided for the payment, as compensation to the tenant in case of ejectment, of the value of any buildings which might have been erected by him or by his predecessors in interest. It also provided for the settlement of a fair rent at the instance of the landlord. The bill was read for the first time on 3rd August 1921 and further considered on the 12th and the 13th of October 1921 and the 15th and 16th November 1921 and was passed by the Council on the 16th November 1921. On the 13th December 1921, a message was received from His Excellency the Governor suggesting an amendment to clause 12 of the bill as passed. The consideration of this amendment was adjourned to the 16th December 1921, on which date the House agreed to the amendment and report was accordingly made to His Excellency the Governor. The Act came into force on 21st February 1922 having been published as Madras Act III of 1922. Certain defects which were subsequently brought to light in this Act have since been removed by a bill brought forward by a non-official member of the Legislative Council, viz., Bill No. 3 of 1925. This bill was introduced in the Council on 24th August 1925 and was finally passed into law on 31st August 1926. It received the assent of His Excellency the Governor and of His Excellency the Governor-General on 30th September and 20th October 1926 respectively and was brought into force as Act VI of 1926.

(3) The Prince of Arcot Endowments Bill (Bill No. 5 of 1921). This measure aimed at providing for the better management of the charitable and religious endowments under the control of the Prince of Arcot. The local Government, who had powers of supervision under a scheme of arbitration, sought to discharge that responsibility by legislative enactment. The bill was introduced on the 1st August 1921; the report of the Select Committee was presented on the 13th November 1922, on which date the measure was passed by the Council. It was published and became law on 30th January 1923.

(4) A Bill to amend the Madras Port Trust Act, 1905 (Bill No. 9 of 1922). It was meant to provide for the carrying out of a number of minor alterations in the Madras Port Trust Act rendered necessary (1) for purposes of administrative convenience, e.g., the constitution of the board, the appointment of a chairman and the regulations for the benefit of the staff; (2) for the transfer to agents of the steamer lines of certain services hitherto

imposed by law on the board; and (3) for the issue and conversion of documents of security which are necessary whenever the Port Trust issues a loan. The bill was read for the first time on the 12th September 1922. It was further considered on the 13th and 14th September and on the 17th November 1922 on which date it was finally passed by the Council. It came into effect on the 13th February 1923.

(5) A Bill to amend the law relating to Survey of Lands and Settlement of Boundary Disputes (Bill No. 2 of 1921). The main object of the bill was to make the decision of a survey officer as to boundary conclusive, unless it was challenged in a civil court, and to bring the law into accord with modern requirements, so as to cover the survey of estates or other similar areas, resurveys, maintenance and the like. This bill was introduced into the Council on the 14th February 1921; but its further consideration was postponed, according to the wish of the majority of the Council, till 1st August 1921, when it was read for the first time. The report of the Select Committee was presented in November 1922 and the bill was passed into law on the 30th January 1923. This bill received the assent of His Excellency the Governor and of His Excellency the Governor-General on the 21st February 1923 and the 12th March 1923 respectively and was brought into force as Act VIII of 1923 on 29th May 1923. Owing to a clerical error made when the bill was submitted to His Excellency the Governor for his assent, the Act as assented to by His Excellency the Governor and His Excellency the Governor-General was slightly different from the bill as passed by the Council. It therefore became necessary in the next year again to introduce and pass a bill re-enacting the provisions already passed by the Council with the correct words entered and to obtain the assent of His Excellency the Governor and of His Excellency the Governor-General to the measure as passed by the Council and this was done by means of a bill introduced and passed on 5th December 1924.

23. Among other important legislative measures conceived before the Reforms, the two following have to be prominently mentioned:—(*a*) the Madras Irrigation Bill and (*b*) the Estates Land Bill.

(*a*) The Madras Irrigation Bill. The Government had for many years felt it necessary to define clearly the position of the State in respect of irrigation and to introduce an enactment with a view to enable the State to regulate irrigation in the interests of the general community and to secure control over the waters of rivers, streams, etc. The bill, to introduce which an unsuccessful attempt was made by the Government in January 1923, was the result of reiterated draftsmanship, dating from the year 1856. Having been given up in 1861 and again in 1882 the project of legislation was revived in 1898 and again after the publication of the report of the Irrigation Commission in 1909. It was ready for the Legislative Council in 1914, when the war supervened

and further progress had to be deferred. After the conclusion of the war the bill was revised again to clear the doubts and difficulties created by recent judicial decisions, particularly by the Privy Council decision in the Urlam case (I.L.R., 40 Madras, 886), and advantage was also taken of this revision to make the bill a comprehensive measure by including in it provisions relating to water-rate and to the allied subjects of *mamul* wet, *kudimaramat* (contribution of labour by ryots according to custom), and irrigation panchayats. On 29th January 1923 the then Law Member, the late Sir K. Srinivasa Ayyangar, moved that the bill be read for the first time. The motion was lost after a heated debate, 57 votes being recorded against, 19 for, and 10 being neutral. It may be noticed in this connection that the special committee (see pages 114 and 115) was unanimously of opinion that some legislation for the purpose of conferring on the Government the power to regulate irrigation was absolutely necessary. After further consideration of the measure by the Special Committee, the bill was reintroduced in the Legislative Council in February 1924, and was finally passed by the Council on 5th December 1924. It was however reserved by His Excellency the Governor for the assent of His Excellency the Governor-General and was later returned by His Excellency the Governor with the consent of His Excellency the Governor-General with a recommendation that certain amendments be passed. Two of these amendments were specially important and deserve mention. The bill as passed by the Council had provided that the rates of water-cess should be specifically approved by the Legislative Council, and one of the amendments proposed by His Excellency was intended to remove this innovation. The bill as passed by the Council required further that every rule passed under the Act should have the positive approval of the Legislative Council before it could become law. This provision was sought to be modified by means of another amendment by which the rules had only to be laid before the Legislative Council for a period of not less than two months while the Council was in session. The amendments of His Excellency came before the Council on 27th August 1926 when by a motion for adjournment carried by the Council, the consideration of the Madras Irrigation Bill was adjourned *sine die*. With the dissolution of the Council the bill has lapsed and the Government have since consulted certain leading members of the parties in the present Council as to the nature of the legislation which is best suited to this Province. But no fresh bill has yet been published or brought forward before the Council.

(*b*) The Estates Land Act (Amendment) Bill, which is intended to amend the Madras Estates Land Act, 1908, is another measure dating from the period before the Reforms. The project was first considered by an informal committee consisting of a few members of the then Legislative Council and certain representatives of the zamindari classes. The committee was presided over by the late Sir K. Srinivasa Ayyangar and the bill thus

prepared was referred to a special committee of the Cabinet. Subsequently however the Government appointed another *ad hoc* committee, representative of all the interests concerned, to go into the amendments required in the Act and this committee has nearly concluded its labours.

24. The next category of legislative measures to be mentioned is that properly belonging to the period of the reformed Government, inasmuch as they are measures conceived since the year 1921 and more or less directly as a consequence of the Reforms. Three of these measures may be mentioned first, both on account of their priority in time and on account of the fact that they are mutually related as measures dealing with non-co-operation, a danger which seriously threatened law and order at the end of the year 1921 and which urgently demanded the enactment of special measures for the purpose of combating it. These measures were—

(1) A Bill to amend the Madras District Municipalities Act, 1920, and the Madras Local Boards Act, 1920 (Bill No. 10 of 1921). It was considered necessary that all municipal councillors and members of local boards should be required to make an oath or affirmation of their allegiance to the Crown, as the Government had received definite information that several councillors and members were not prepared to give this guarantee of their loyalty. The bill was read for the first time and passed through the several subsequent stages, including its final passing into law, on the 16th December 1921. On the same day His Excellency the Governor addressed an important speech in person to the members of the Legislative Council referring to the recent attempts of non-co-operators to subvert law and order in the Presidency, and appealing to all loyal citizens to support the Government in their efforts to secure obedience to the constitution of the country. According to the provisions of the bill every elected or appointed member of a municipal council or local board had to take the prescribed oath or affirmation of allegiance before taking his seat and within three months of the commencement of his term of office. By a later bill of 1924 to amend the Madras District Municipalities and Local Boards (Amendment) Act, 1921, viz., Bill No. 3 of 1924, members of local boards and municipalities were allowed to make the oath at one of the first three meetings at which they were present. The bill was read for the first time on 19th August 1924 and was passed into law on 4th February 1925. It received the assent of His Excellency the Governor and His Excellency the Governor-General on 4th March 1925 and 1st April 1925 respectively and was brought into force as Act IV of 1925.

(2) A Bill to amend the Madras Revenue Recovery Act II of 1864 (Bill No. 1 of 1922). The provisions of the Revenue Recovery Act of 1864 were found inadequate in the face of the difficulties caused by passive resistance to demands for payment of revenue;

and the procedure prescribed for the distraint and sale of properties and to meet a default in the payment of tax was found in such cases to be unnecessarily lengthy. The bill aimed at shortening the procedure between attachment and sale in these abnormal cases. The bill was read for the first time on the 14th February 1922 and was further considered and passed into law on the 16th February 1922.

(3) A Bill to amend the Madras Proprietary Estates Village Services Act, 1894, and the Hereditary Village Officers Act, 1895 (Bill No. 5 of 1922). In certain parts of the Presidency an organized attempt was being made by village officers to prevent the collection of the Government revenue by declining or refusing to do their duties or by suddenly resigning their office. They relied, however, on their hereditary right to secure their offices and emoluments for one member or another of their families. The bill empowered the Government to take steps with a view to preventing such resignations and derelictions of duty. The bill was read for the first time on the 18th February 1922; and after report by the Select Committee was passed into law on the 16th March 1922.

25. The taxation measures of the reformed Government may next be referred to. They were necessitated partly by the increase of salaries to officers of Government owing to the increased cost of living and partly by the creation of new posts necessitated by the Reforms for which the Council had agitated. The details of these measures are as follows:—

(*a*) A Bill to amend the Court Fees Act, 1870 (Bill No. 6 of 1922). This was a financial measure passed in exercise of the power vested in the local legislature to undertake legislation regarding provincial subjects, as under the Devolution Rules the subject of court fees has been classified as a provincial subject except as regards fees levied on the Original Side of the High Court. The bill was read for the first time on the 17th February 1922; and after report by the Select Committee was further considered and passed on the 15th March 1922. On the 24th March 1922 a message was received from His Excellency the Governor drawing attention to a certain drafting omission which was thereupon rectified by the Council and the bill as thus amended was afterwards assented to by His Excellency the Governor and His Excellency the Governor-General on 30th March 1922 and 17th April 1922 respectively and became Madras Act V of 1922.

(*b*) A Bill to amend the Indian Stamp Act, 1899 (Bill No. 7 of 1922), in its application to the Presidency of Madras. This was also a financial measure passed by the local legislature with the sanction of the Governor-General under section 80-A (3) of the Government of India Act, in order to meet the requirements of the province. The bill was read for the first time on the 17th February 1922 and the report of the Select Committee was considered and the measure was passed into law on the 15th March 1922.

A Bill to amend this Act (Bill No. 1 of 1923) in order to rectify certain mistakes in schedule 1-A was introduced and passed into law on the 6th February 1923.

(*c*) A Bill to amend the Madras Proprietary Estates Village Services Act, 1894 (Bill No. 3 of 1922). This bill was essentially a financial measure and was designed to meet the extra cost involved in the revision of the pay of the village establishments in proprietary areas. The motion that the bill be read for the first time was made on 17th February 1922 by the Honourable the Revenue Member, Mr. (now Sir) Muhammad Habib-ul-lah. There was a warm debate on that and the next day with the result that the motion was lost by thirteen against fifty-three votes on 18th February 1922.

(*d*) A Bill for the levy of a cess in ryotwari villages towards the remuneration of village officers and for other purposes connected with the discharge of their duty (Bill No. 4 of 1922). This also was a financial measure designed to find funds to meet the extra cost entailed by the revision of the pay of village headmen. This measure was the counterpart of the foregoing bill and, like it, was intended to raise funds by means of a special cess for the purpose of revising and increasing the pay of village headmen. The motion that the bill be read for the first time was made by the same Honourable Member on behalf of the Government on 18th February 1922 and after a debate was lost by twelve against fifty-four votes on the same date.

(*e*) A Bill (No. 4 of 1923) further to amend the Court Fees Act, 1870, in its application to the Presidency of Madras (Bill No. 6 of 1924), a measure intended to levy fees on memoranda of appearance fixed by legal practitioners other than advocates in criminal cases, was introduced in the Council in November 1923 but was withdrawn as the new Council did not desire to commit itself to a taxation enactment.

(*f*) A Bill to regulate the assessment and the revision of the assessment of the land revenue in the Presidency of Madras, which was designed to place on a statutory basis the limitation of the rates, the main principles on which the land revenue is determined, the methods of valuation, the pitch of assessment, the periods of revision, the graduation of enhancements and the other chief processes of settlement, was sought to be introduced by the Government. Although the House was practically unanimous in wishing for legislation on the subject, it did not accept this bill, as it did not give to the Legislative Council any power to fix the rates of assessment. The motion that the bill be read in Council was lost on the 28th March 1924, eighteen members voting for the motion and sixty-eight against it. The Government have since published on 22nd February 1927 another Madras Land Revenue Settlement Bill for information and criticism; but this also has met with unfavourable criticism for the same reason, namely, that it does not give the Legislative Council power to fix

the rates of assessment; and it has not been introduced in the Council.

(*g*) The Madras Local Authorities Entertainments Bill (Bill No. 9 of 1924). This bill was intended to give power to local authorities to impose a tax on entertainments which are defined in the Act as including any exhibitions, performances, amusements, etc., to which persons are admitted on payment. It is modelled on the Bengal Amusements Tax Act, 1922, and opens up a new avenue of taxation for local bodies. It was read for the first time and referred to the Select Committee on 19th August 1924. The report of the Select Committee was presented on 13th February 1926 on which date the bill was passed into law. It has duly received the assent of His Excellency the Governor and of His Excellency the Governor-General but has not yet been brought into force, as certain rules under which the Act has to work have not yet been made.

26. The next group of legislative measures, though relegated to this place by the chronological order of events, comprises memorable landmarks left by the Ministers. The following statement presents a detailed account of those measures:—

(*a*) A Bill to regulate State Aid to Industries (Bill No. 8 of 1922). This measure was designed to encourage new and nascent industries suitable to, and not hitherto established in this province and to assist cottage and other small industrialists to build up business, and to this end to afford State assistance to industrial enterprises in this Presidency, partly by direct financial aid and partly by providing, on favourable terms, raw materials such as firewood, water, etc., being the property of Government. The bill was read for the first time on the 14th November 1922; the report of the Select Committee was presented on the 19th December 1922, and the measure was passed into law on the 20th December 1922. This Act received the assent of His Excellency the Governor and His Excellency the Governor-General on the 19th January 1923 and 1st March 1923 respectively and was brought into force as Act V of 1923.

(*b*) A Bill to provide for the Reorganization of the Madras University (Bill No. 10 of 1922). The University of Madras had been till recently an affiliating University, whose main function was to conduct examinations and grant degrees. The main objects of the measure were (i) to bring the University into closer contact with the colleges, (ii) to enable it to take a greater and more active part in organizing the teaching given to its students and (iii) to create an academic atmosphere and a feeling of corporate unity among the institutions by which it is for certain purposes held to be constituted. The motion that the Bill be read for the first time was made in the Council on the 14th November 1922 and carried after three days' debate on the 16th November. The report of the Select Committee was presented on the 22nd December 1922 and further considered from the 30th January to 5th February 1923, on which date it was passed into law. The

Act received the assent of His Excellency the Governor and His Excellency the Governor-General on the 28th February 1923 and 29th March 1923 respectively and was brought into force as Act VII of 1923.

Experience of the working of the Act has brought to light several defects; and to remove them two Bills have been introduced and are pending in the Council, one by the Government (Bill No. 24 of 1927) and the other by Mr. S. Satyamurti, a non-official member of the Council (Bill No. 10 of 1927). Both these Bills are now pending before a Select Committee of the Council. The main objects of the Bills may be stated to be the abolition of the Council of Affiliated Colleges, the reorganization of the Senate, the Academic Council and the Syndicate, to define clearly and precisely the duties and powers of each of the University authorities and to effect other improvements in the Act.

(*c*) The Madras Hindu Religious Endowments Bill (Bill No. 12 of 1922). The Government of India Act XX of 1863 was found inadequate to ensure the efficient administration of Hindu religious endowments in this Presidency, and there had been widespread dissatisfaction with the management and control of religious institutions falling under sections 3 and 4 of this Act. It was considered preferable to repeal the Act of 1863 altogether so far as this Presidency was concerned, and to enact a self-contained measure to deal with the whole subject of religious endowments. The following features of the Bill may be specially mentioned:— (*a*) Constitution of a special board of control; (*b*) provisions for regularly constituted committees to supervise and control religious endowments, to settle *dittams*, etc., and (*c*) provisions for the diversion of surplus funds by applying the *cypres* doctrine. The motion that the Bill be read for the first time was made on the 18th December 1922 and carried after two days' debate on the 19th December. The report of the Select Committee was presented on the 22nd March 1923 and further considered from the 26th to 29th March and on the 2nd and 3rd April 1923. On the last-mentioned date the measure was passed by the Council. The Bill was submitted for His Excellency the Governor's assent on the 3rd May 1923. But various criticisms and protests were received by His Excellency the Governor in respect of the Bill and after a careful consideration of the same he decided to return certain portions of the Bill regarding the applicability of the Act to mutts, the jurisdiction of courts, etc., to the Council for reconsideration under section 81-A of the Government of India Act. In the meantime the Council which had passed the Bill had been dissolved and a new Council had come into existence. The amendments recommended by His Excellency the Governor were accepted by the new Council on 2nd April 1924, several members of the Council who were opposed to the Bill not taking part in the consideration of or the voting on the amendments. The Bill as finally passed received the assent of His Excellency the Governor on the 7th

April 1924 and of His Excellency the Governor-General on 29th December 1924 and was brought into force as Act I of 1925.

(*d*) A measure which had evoked so much criticism and opposition could not be expected to be allowed to operate easily and more than one suit was filed impugning its validity *inter alia* on the ground that on the dissolution of the old Council, the bill had lapsed and that it could not be returned for reconsideration to a new Council. This necessitated a Bill to re-enact the Madras Hindu Religious Endowments Bill and to validate action taken and things done under the previous Act (Bill No. 5 of 1926) (Revised). This Bill was introduced on 25th August 1926 and passed into law on 17th September 1926. Under the Reservation of Bills rules, His Excellency the Governor reserved it for His Excellency the Governor-General's assent which was obtained on 19th January 1927 and the Bill was brought into force as Act II of 1927.

This Act was subsequently amended by Madras Act I of 1928 so as to extend by one year the period for which the local Government was empowered to appoint members of new temple committees constituted under section 22 of the Act (i.e., Act II of 1927).

(*e*) The Andhra University Bill (Bill No. 11 of 1925) was intended to constitute and incorporate an University in and for the Telugu districts of this Presidency and to satisfy a long felt desire of the Andhra inhabitants of this Province. The chief features of the Bill were the concentration of higher education in first grade and 'honours' colleges at certain notified centres, the provision of courses of instruction in scientific, technical and technological subjects, the use of the vernacular languages as the medium of instruction and examination, and the introduction of a 'conscience' clause. It was introduced in the Council on 21st August 1925 and finally passed on 6th November 1925. It received the assent of His Excellency the Governor and His Excellency the Governor-General on 15th December 1925 and 13th January 1926 respectively, and was brought into force as Act II of 1926. The choice of University centres and the location of headquarters at Bezwada however did not meet with universal approval, with the result that within a short period after the passing of the Act as many as 19 Bills most of which are intended to amend the Act in these respects have been given notice of by non-official members. Of these, 13 Bills have been referred to a Select Committee which has since made its report.

27. In addition to the important measures above mentioned, the following Bills on miscellaneous matters also engaged the attention of the Council during the period under review:—

(1) The President's Salary Bill (Bill No. 16 of 1924) intended to provide for the salary of the President was passed into law on 10th October 1924 and received the assent of His Excellency the Governor and His Excellency the Viceroy on 26th October 1924 and 15th November 1924 respectively. It was brought into force as Act V of 1924.

(2) The Deputy President's Salary Bill (Bill No. 1 of 1921). This was intended to provide for the salary of the Deputy President which has to be determined by an Act of the legislature under section 72-C of the Government of India Act. It was passed into law on the 14th February 1921 and has been brought into force as Act I of 1921.

(3) A Bill to amend the District Municipalities Act, 1920 (Bill No. 7 of 1921). Section 366 of the Madras District Municipalities Act, 1920, required that one-third of the number of elected seats on a municipal council, as reconstituted under that Act, shall be vacated on 1st November 1922, and the remainder on 1st November 1923. Owing to the time taken in the preparation of the electoral rolls and for the holding of the elections under the Act, the period for which elected councillors could be in office was rendered unduly short. The amending Bill extended the term of office of councillors by one year in each case. It was passed into law on the 3rd September 1921.

(4) A Bill to amend the Madras City Municipal Act, 1919 (Bill No. 2 of 1922). The amending Bill (i) removed a defect in the original Act under which companies whose paid-up capital was exactly one, two, three, five, ten or twenty lakhs escaped taxation; (ii) enhanced the rate of tax on motor vehicles plying for hire in the city; and (iii) empowered the Commissioner of Madras Corporation and the Government to incur certain ordinary charges. It was passed into law on the 14th March 1922. It received the assent of Their Excellencies the Governor and the Governor-General on 24th March and 26th April 1922 respectively and was brought into force as Act VII of 1922.

(5) A Bill further to amend the Madras City Municipal Act, 1919 (Bill No. 10 of 1924 subsequently replaced by Bill No. 13 of 1924). This Bill was intended to substitute the Finance Secretary for the Chief Secretary as Joint Trustee with the Accountant-General for the repayment of debentures and to make provisions for taxing a motor or steam vehicle which has a carrying capacity of less than one ton. It was passed in the Council on 10th October 1924 and received the assent of Their Excellencies the Governor and the Governor-General on 1st November 1924 and 14th November 1924 and was brought into force as Act IV of 1924.

(6) The Malabar Completion of Trials Bill, 1922 (Bill No. 11 of 1922). This measure was designed to continue the enhanced powers conferred by ordinance on certain first-class magistrates to deal with the large number of offenders implicated in the Malabar rebellion during 1921–22, on the cessation of the special courts constituted under the Malabar (Restoration of Order) Ordinance, 1922. It was passed into law on the 19th December 1922. It received the assent of Their Excellencies the Governor and the Governor-General on 14th January 1923 and 17th January 1923 respectively and was brought into force as Act I of 1923.

(7) A Bill further to amend the Madras City Municipalities Act, 1919 (Bill No. 14 of 1922). This measure was deemed necessary to do away with the statutory prohibition in the case of the Commissioner, Revenue Officer, Health Officer and Engineer of the Madras Corporation, to take up any honorary or paid work not connected with their office. It was passed into law on the 20th December 1922. It received the assent of Their Excellencies the Governor and the Governor-General on 4th January 1923 and 20th January 1923 and was brought into force as Act III of 1923.

(8) & (9) A Bill to amend the Madras District Municipalities Act, 1920, and a Bill to amend the Madras Local Boards Act, 1920 (Bills Nos. 2 and 3 of 1923). The main object of these Bills was to remedy certain defects which experience of the actual working of the original Acts had brought to light in the matter of constitution, taxation and levy of tolls and the undertaking of remunerative enterprises. Both Bills were read for the first time and referred to the Select Committee on the 6th February 1923, but no further progress was made.

(10) The Tuticorin Port Trust Bill (Bill No. 5 of 1923). This measure was designed to make provision for the regulation of conservancy and improvement of the Port of Tuticorin and for the constitution of a Board of Trustees to administer the port under the control of the local Government. This was introduced and referred to a Select Committee on the 29th November 1923. The Select Committee's report was presented on the 5th February 1924 and the Bill finally passed into law on the 7th February 1924. During the consideration of the Bill by the Council the following clause was inserted, viz., clause (8) (*f*):—

"or (*f*) not being an Indian by birth is domiciled in any British possession or Colony as defined in the Interpretation Act of 1889 the laws of which do not confer or recognize rights and privileges in respect of resident Indians which are equal to those conferred or recognized in respect of other residents, provided that the decision of the local Government shall be final as to whether the conditions of the clause are fulfilled"

and thus the Council expressed its feeling of resentment at the treatment accorded in certain colonies to resident Indians. The Bill as finally passed received the assent of Their Excellencies the Governor and the Governor-General on 11th February 1924 and 8th May 1924 and was brought into force as Act II of 1924. An attempt in 1925 by Mr. A. Chidambara Nadar, a non-official member, to amend this Act so as to give the Tuticorin Indian Chamber of Commerce the right to return three members to the Port Trust Board (Bill No. 19 of 1924) was unsuccessful; but a Bill of 1927 (Bill No. 8 of 1927) intended to effect the same amendment has since been accepted by the Council and become Madras Act III of 1928.

(11) The Agricultural Pests and Diseases Act (Amendment) Bill (Bill No. 6 of 1925) was intended to provide more adequately for the prevention of the spread of insect pests by the removal or destruction of growing plants. It was introduced in the Council on 30th March 1925 and was passed on the same date. It received the assent of His Excellency the Governor and of His Excellency

the Governor-General on 14th May and 2nd June 1925 respectively and was published on the 23rd June 1925 as the Madras Act VII of 1925.

(12) The Madras Borstal Bill (Bill No. 7 of 1925). The main object of the Bill was to provide for the detention of adolescent offenders between 16 and 21 years of age in special institutions in which they would be given industrial training and other instruction and subjected to such disciplinary and moral influences as would conduce to their reformation. The local Government were empowered to establish one or more of such institutions called in the Act "Borstal Schools" and power was conferred on certain classes of courts to pass sentence of detention in Borstal schools in the case of adolescent offenders. Provision was also made, subject to rules framed by the Government, for the transfer from jails to Borstal schools of adolescent offenders whether convicted before or after the passing of the Act. The Bill also provided for the release on licence of deserving inmates to enable them to enter the service of societies or individuals. The Bill was read for the first time on 20th August 1925 and passed into law on the 17th December 1925. It received the assent of His Excellency the Governor and of His Excellency the Governor-General on 22nd February 1926 and 5th July 1926 respectively and was brought into force as Act V of 1926.

(13) The Village Officers' Restoration Bill (Bill No. 10 of 1925) was intended for the redivision or regrouping into their original units of the villages which had been amalgamated in June 1920 as a measure of economy and for the revival of the abolished village officers and the restoration to office of those who had held offices before the grouping, amalgamation or reduction. It was read for the first time on 28th August 1925 and was finally passed on 15th February 1926. It received the assent of His Excellency the Governor and of His Excellency the Governor-General on 14th May and 14th June 1926 respectively and was brought into force as Act IV of 1926.

(14) The Indian Ports Act (Amendment) Bill (Bill No. 17 of 1924) was intended to avoid the contingency of internal combustion engined motor-ships claiming exemption from the payment of port dues under the Indian Ports Act, 1908, in its application to this Presidency, as the First Schedule to that Act referred only to sailing vessels and steam vessels. The opportunity was taken to simplify the First Schedule to the Act and to carry out certain consequential amendments in sections 33 (2) and 33 (3) of the Act. The Bill was introduced on 3rd February 1925, but when a motion was made on the same day that it be taken into consideration, Mr. A. Ramaswami Mudaliyar moved by way of amendment that the Bill be referred to a Select Committee. This was carried and the Government did not press the Bill in that particular form. A subsequent Bill to amend the Indian Ports Act, 1908 (Bill No. 15 of 1925), was however passed in the Council on 6th November 1925 which had the effect of bringing motor boats under the definition of steamers for the purposes of port

duty under the Act. It received the assent of Their Excellencies the Governor and the Governor-General on 21st December 1925 and 12th January 1926 respectively. It was brought into force as Act I of 1926.

(15) The Cochin Port Trust Bill (Bill No. 2 of 1925) was intended to make provision for the regulation, conservancy and improvement of the Port of Cochin and it was read for the first time on 30th March 1925 and finally passed on 19th August 1925. It received the assent of Their Excellencies the Governor and the Governor-General on 20th October and 4th December 1925 respectively. An ordinance by the Cochin Darbar is necessary for implementing the enactment.

(16) The Bill to repeal the State Carriages Act, 1861, and to amend the Madras Hackney Carriage Act, 1911 (Bill No. 6 of 1923), was intended to make adequate provision for effective control over the drivers and for regulating the system of fares and conditions of plying and for raising the scales of fees levied under the Hackney Carriage Act. It was introduced on 29th November 1923 and passed into law on 18th August 1924. It received the assent of His Excellency the Governor and His Excellency the Governor-General on 1st October 1924 and 24th October 1924 respectively and was brought into force as Act III of 1924.

(17) A Bill to amend the Criminal Law in force in the Presidency to prevent pilfering in workshops and industrial areas (Bill No. 2 of 1924) was introduced in the Council on 1st April 1924 by the Hon'ble Mr. (now Sir) C. P. Ramaswami Ayyar. He renewed notice of his intention to present the report of the Select Committee during the meeting in December 1925 but did not proceed with it. The Bill was again republished as Bill No. 5 of 1927 on the 8th February 1927 but no notice was given for its introduction in Council again.

(18) There were two Bills to amend the Madras Children Act, Bills 4 of 1924 and 1 of 1928. Of these the former was read in the Council on 1st April 1924 on which date it was passed into law. It received the assent of Their Excellencies the Governor and Governor-General on 18th April 1924 and 6th May 1924 respectively and was brought into force as Act I of 1924. It merely made certain drafting amendments in the Act so as to render it more easily workable. The other Bill was intended to enable the transfer of a child from a junior certified school to a senior certified school for other reasons than those already mentioned in the Act, and the transfer of youthful offenders over 16 years of age from a senior certified school to a Borstal school. This was passed in the Council on the 13th March 1928 but the assent of His Excellency the Governor has not yet been communicated.

(19) A Bill to amend the Madras Town Planning Act, 1920 (Bill No. 5 of 1924). The main object of the Bill was to make provision for the transfer of a scheme at any stage of its making or execution from one local authority to another, from a Trust

to a local authority, or from a local authority to a Trust, and to avoid on such transfer the necessity of having to commence proceedings under the Act afresh. The Bill also provided for the transfer along with the scheme of the assets and liabilities connected therewith and for the payment to the authority from whom the transfer was made of the expenses incurred by it on the scheme up to the date of transfer. It was read for the first time and referred to a Select Committee on 19th August 1924. It was then not proceeded with.

(20) The Madras Village Panchayat Amendment Bill (Bill No. 8 of 1924). The main object of the Bill was to enable a panchayat constituted for a village under the Madras Village Panchayats Act, 1920, to exercise the function of a panchayat court in respect of such village under the Madras Village Courts Act, 1888. The Bill also provided for crediting to the Panchayat fund all penalties, fines, fees, or cess levied by panchayat courts. It was published in the Gazette on 6th May 1924 but was not proceeded with.

(21) A Bill for the Registration of Nurses and Midwives in the Presidency (Bill No. 11 of 1924) was intended to provide in the Presidency (Bill No. 11 of 1924) was intended to provide Madras and for regulating the conditions or qualifications for such registration. It was intended thereby to minimize the risk to the public of attendance by unqualified nurses and midwives and to place qualified nurses and midwives under disciplinary control. It was expected that the provisions of this Act would justify themselves by considerably reducing the present high rate of mortality from child-birth. The Bill was read for the first time on 20th August 1924 and passed into law on 29th March 1926. It received the assent of Their Excellencies the Governor and the Governor-General on 7th May and 9th June 1926 and was brought into force as Act III of 1926.

(22) A Bill to amend and consolidate the Madras Civil Courts Act (Bill No. 12 of 1924) was mainly intended to enable the appointment of more than one judge to a civil court of any class in the mufassal and thereby facilitate work and prevent unnecessary expenditure on establishment. It was read for the first time on 20th August 1924 and was finally passed on 7th February 1925. It received the assent of Their Excellencies the Governor and the Governor-General on 27th February 1925 and 18th March 1925 and was brought into force as Act III of 1925. And in pursuance of the Act, several additional courts have now been abolished in the mufassal and additional judges have been appointed to existing courts.

(23) A Bill to amend the Presidency Small Cause Courts Act (Bill No. 1 of 1927) was intended to facilitate the filing in the Madras City Civil Court of suits for title to property, in challenge of summary orders of ejectment, passed under Chapter VII of the Presidency Small Cause Courts Act and to prevent the plea of *res judicata* being raised in such suits on the ground

that *res judicata* is guarded against only in the case of suits in the High Court. The Bill was read for the first time on the 1st March 1927 and passed into law on the same date. It received the assent of Their Excellencies the Governor and the Governor-General on the 25th March 1927 and the 15th April 1927 and was brought into force as Madras Act III of 1927.

(24) A Bill to amend the Madras Prevention of Adulteration Act, 1918 (Bill No. 2 of 1927) was intended to remedy certain defects pointed out by the Public Analyst in the working of the Act, such as the impossibility of preventing the sale as milk of 'foremilk,' and of prohibiting the addition of water to milk, and the absence of a definition of 'cream' and to render the Act more effective. The Bill was read for the first time on the 1st March 1927 and was passed into law on the 19th October 1927. It received the assent of Their Excellencies the Governor and the Governor-General on the 6th January 1928 and the 3rd February 1928 and was brought into force as Act II of 1928.

(25) The Madras High Court (Jurisdictional Limits) Bill (Bill No. 3 of 1927) was intended to define the limits of the ordinary original civil jurisdiction of the Madras High Court for the purposes of clause 11 of the Letters Patent in such a way that they may correspond with the limits of the town fixed by notification under section 62 of the Government of India Act. This Bill was read for the first time on the 1st March 1927 and passed into law on the same date. It received the assent of Their Excellencies the Governor and the Governor-General on the 6th and the 28th April 1927 respectively and was brought into force as Act IV of 1927.

(26) The Madras Village Police Regulation (Amendment) Bill (Bill No. 4 of 1927) was intended to empower village headmen to confine offenders of the kind indicated in section 10 of Madras Regulation XI of 1816 and section 6 of Regulation IV of 1821, where there is no choultry, in the place where the head of the village holds his court. The Bill was introduced on the 23rd January 1928 but the motion that the Bill be read in Council was lost.

(27) A Bill to repeal the Madras Planters' Labour Act, 1903 (Bill No. 7 of 1927) was read for the first time on the 1st March 1927 and passed into law on the 26th August 1927 and had the effect of repealing the Act from 1st January 1929. It received the assent of Their Excellencies the Governor and the Governor-General on the 14th October 1927 and the 13th November 1927 respectively and was brought into force as Act VI of 1927.

(28) The Indian Fisheries (Amendment) Bill (Bill No. 11 of 1927) is intended to give wider powers to the local Government to regulate the means and modes of using contrivances to take fish so as to secure especially protection of immature food fish at particular seasons and times, to ensure prohibition against poachers and to enable recovery of all fishery rentals and fishing

licence fees as if they were arrears of land revenue. The Bill was read for the first time on the 19th November 1927 and referred to a Select Committee which has framed its report.

(29) The Madras Christian Marriages Validation Bill (Bill No. 33 of 1927) was intended to validate certain marriages under the Indian Christian Marriage Act, 1872, which had been celebrated by certain Marriage Registrars during the interval between the revocation of their licences and the grant of fresh ones to them. This Bill was read in the Council and passed into law on the 23rd January 1928. It received the assent of Their Excellencies the Governor and the Governor-General on the 25th February 1928 and the 15th March 1928 respectively and was brought into force as Act IV of 1928.

28. While the Council has rendered full assistance to the Executive in all measures intended to preserve the peace and order of the country it is noteworthy that three important legislative measures proposed by the Government were opposed by a majority in the Council and rejected on the very threshold. Of these, two were measures intended to secure additional revenue to cover additional expenditure proposed by the Council itself on the pay of village officers; the particular proposition of the Government to find the money by reimposing the village-cess on ryotwari and zamindari lands was thrown out by the Council, which, however, was at the same time prepared to pass, and did eventually pass, other financial measures, such as those meant to enhance certain court-fees and certain stamp duties in the Presidency. A like fate was shared at the beginning of the year 1923 by the Irrigation Bill which was stoutly and successfully opposed by practically all the representatives of the landholding interests, both great and small, in the Council.

The Council has shown a decided tendency to oppose any increase in taxation and any measure which did not confer on it direct control in the matter of fixing the rate of taxation. A bill to amend the Court Fees Act was withdrawn as the sense of the House was against it. The Council actually rejected the Land Revenue Settlement Bill as it did not contain any clause giving the Council a right to fix the rates of assessment. And in the Irrigation Bill it inserted a provision to the effect that rules made by the local Government under it should have been approved by the Council before they could take effect. The only measure which may be said to have raised a racial issue was clause 8 of the Tuticorin Port Trust Act; this was a retaliatory provision against certain colonies which were not according equal treatment to Indians. The Hindu Religious Endowments Act was a measure of social reform, while the Madras University Act was designed to reform and reorganize the Madras University, and the State Aid to Industries Act was intended for the protection of industries and the regulation of State aid to them. In three cases bills passed by the Council were returned by His Excellency the Governor for the purpose of incorporating in them certain

amendments which were suggested and which were eventually adopted by the Council. In the case of the Irrigation Bill, however, when the amendments recommended by His Excellency the Governor came before the Council, the House which was opposed to the most important of them decided to postpone the subject *sine die*. In the case of the Malabar Tenancy Bill, His Excellency the Governor withheld his assent.

29. Private bills in the sense in which they are understood in England practically do not exist in this country, as all bills passed by the legislature are what would be called public bills in the language of the British Parliament. As in England, however, non-official members of the Council are always at liberty to bring in public bills and of such there have been a few instances during the last three years.

The following bills of non-official members in addition to those referred to already in the paragraphs relating to Government legislation were allowed to be introduced by the Council with the following results:—

(*a*) A Bill to amend the City Municipal Act, Bill No. 4 of 1921.

The object of this bill was to do away with the compulsory prepayment of increased assessment before presenting a petition for the revision of the assessment. Leave to introduce the bill was granted to Mr. Usman Sahib, M.L.C., on the 1st April 1921; the bill was read for the first time on the 1st August 1921 and passed into law on 13th October 1921.

(*b*) & (*c*) Two bills to amend the District Municipalities Act were aimed respectively at raising the rate of toll levied on every cart, whether laden or unladen, and at extending to three years the period during which an elected chairman should hold office. The former bill (Bill No. 8 of 1921), of which the author was Mr. P. Siva Rao, M.L.C., was brought before the Council on 1st August 1921 for leave to introduce, was read for the first time on 13th October 1921 and was passed into law on 15th October 1921. The second bill (Bill No. 9 of 1921) which Mr. T. A. Ramalinga Chettiyar obtained leave to introduce on 1st September 1921, was read for the first time on 14th October 1921 and passed into law on 13th December 1921.

(*d*) The Malabar Tenancy Bill (Bill No. 7 of 1924) introduced by Diwan Bahadur M. Krishnan Nayar was intended to define the relationship between landlords and tenants in the Malabar district. The main object of the bill was to grant occupancy rights to certain classes of tenants. The bill also prohibited the present holders from granting further mortgages of a type peculiar to Malabar over the heads of existing mortgagees. The bill was read for the first time on 22nd August 1924 and was passed on 2nd September 1926. His Excellency the Governor withheld his assent from the bill as passed by the Legislative Council, as, *inter alia*, it took away from the members of one

section of the community, without any adequate compensation, or diminished the value of rights over property, in which they had been confirmed by a century of legal decisions. On 1st August 1927 the Government appointed a Committee with Mr. T. Raghaviah as President to go into the problem of Malabar Tenancy and to prepare a bill. Its report has just been presented to the Government. In the meantime, on 27th February 1928, Mr. Krishnan Nayar introduced another Malabar Tenancy Bill (Bill No. 28 of 1927), the main object of which it to confer permanent right on all tenants, and this bill is now on the pending list of business of the Council.

(*e*) A Bill further to amend the Madras City Municipal Act, 1919 (Bill No. 14 of 1924), introduced by Mr. Sami Venkatachalam Chetti was intended to allow private service of water to houses whose annual rent value is Rs. 60 and upwards, with the previous sanction of the standing committee of the Corporation; it was read for the first time in the Council on 15th October 1924 and passed into law on 31st March 1925. It received the assent of Their Excellencies the Governor and the Governor-General on 4th May 1925 and 27th May 1925, respectively, and was brought into force as Act VI of 1925.

(*f*) A Bill to amend the Local Boards Act, 1920 (Bill No. 15 of 1924), introduced by Rao Bahadur A. S. Krishna Rao Pantulu, was intended to allow local bodies to divert any accumulated railway cess towards the construction of new roads and bridges. It was introduced on 6th November 1924 and passed into law on 1st April 1925. It received the assent of Their Excellencies the Governor and the Governor-General on 29th April 1925 and 27th May 1925 and was brought into force as Act V of 1925.

(*g*) A Bill to amend the Madras Local Boards Act, 1920 (Bill No. 8 of 1925), was intended to protect the rights of lower castes to use public roads and markets maintained by local boards without let or hindrance by caste people and renders it an offence under the Madras Local Boards Act to obstruct the free passage of people of any community in such public places. It was introduced by Mr. R. Veerian, a nominated member of the depressed classes, on 14th December 1925, and was passed into law on 31st August 1926.

(*h*) The Kirlampudi Estates Bill (Bill No. 4 of 1926) by Diwan Bahadur O. Thanikachalam Chettiyar, by which the estate of a son of the Maharaja of Bobbili was declared to be impartible within the meaning of the Madras Impartible Estates Act, 1904, was introduced and passed into law on 31st August 1926 without being referred to a Select Committee.

(*i*) The Jain Succession Bill (Bill No. 17 of 1927) by Mr. K. R. Karant is intended to apply the Mitakshara Law of inheritance to the Jains in the South Kanara district governed by the Aliyasantana Law in respect of separate property which they are entitled to alienate during life. This bill was introduced on the 20th October 1927 and is under the consideration of a Select Committee.

(*j*) The Village Officers Bill (Bills Nos. 9 and 20 of 1927) by Mr. S. Muthiah Mudaliyar. The object of this bill is to declare the offices of village headman and karnam hereditary in those parts of the Presidency where they are not so already, so as to introduce uniformity of tenure of office throughout the province. This bill was introduced on the 20th October 1927 and is under the consideration of a Select Committee.

(*k*) A Bill to amend the Madras District Municipalities Act (Bill No. 22 of 1927) by Mr. C. N. Muthuranga Mudaliyar was intended to carry out various amendments to the Madras District Municipalities Act. Among other things, it had for its objects (1) the abolition of nominations to the municipal councils and the substitution of co-option by the councils for due representation of minorities; (2) the reintroduction of annual election of chairman; (3) the abolition of the institution of 'paid' chairmen and to make all chairmen do their duties without pay; and (4) the removal of the qualification of payment of tax in the previous year for being a voter. Leave to introduce the bill was granted by the Council on 23rd August 1927 but a subsequent motion on 20th October 1927 that the bill be read in Council was lost.

(*l*) A Bill to amend the Malabar Wills Act, 1898 (Bill No. 29 of 1927) by Mr. Mahmud Schamnad Sahib Bahadur was intended to apply the principles of the Muhammadan Law of Wills to wills executed by Mappillas governed by the Marumakkattayam and the Aliyasantana Laws of inheritance in respect of property which they are competent to dispose of by will. This bill was introduced on the 24th January 1928 and passed into law on the 27th March 1928. The assent of His Excellency the Governor has not yet been communicated.

(*m*) A Bill to declare the Jaggampetta A and D Estates to be impartible (Bill No. 3 of 1928) by the Zamindar of Gollapalli was introduced on the 27th March 1928 and passed into law on the same date. The assent of His Excellency the Governor has not yet been communicated.

(*n*) A Bill to amend the Madras District Municipalities Act, the Madras Local Boards Act, and the Madras General Clauses Act (Bill No. 5 of 1928) by Mr. J. A. Saldanha, is intended to declare as public all roads repaired or conserved out of public funds by a municipality or local board and also to amend the General Clauses Act so as to make it clear that the term 'public' with reference to any place means that the place is open and accessible to all classes of people. This bill was introduced on the 27th March 1928 and has not yet been referred to a Select Committee.

Leave to introduce was not granted in the case of the following non-official members' bills:—

(*a*) On 16th November 1922 Mr. T. M. Narasimhacharyulu sought leave to introduce a Bill to amend the Madras Elementary

Education Act, so as to provide for the proper representation of local authorities on educational councils, but the Council refused leave.

(*b*) On 12th September 1922 Mr. K. Gopalakrishnayya made a motion for leave to introduce a Bill to amend the Local Boards Act, 1920, in a matter of minor detail and likewise a similar motion for leave to amend the District Municipalities Act, 1922; both motions were withdrawn by the member on the advice of the Minister for Local Self-Government.

(*c*) In September 1922 Mr. M. Suryanarayana, after giving notice of a motion for leave to introduce a Bill to amend the District Municipalities Act, 1920, also on a point of detail, refrained from making any motion to the effect. No objects or reasons were stated on this occasion.

(*d*) Mr. Sami Venkatachalam Chetti's Bill to amend the Madras City Municipal Act IV of 1919, was rejected on 14th December 1925.

(*e*) Mr. C. V. Venkataramana Ayyangar's Bill to amend the Hindu Religious Endowments Act, 1923, was rejected on 10th February 1926.

(*f*) Mr. S. Satyamurti's Bill to amend the Madras City Municipal Act, 1919, was rejected on 14th December 1926.

(*g*) Mr. P. Anjaneyulu's Bill to amend the Andhra University Act, was rejected on the 4th November 1927.

Certain other Bills of which notice was given by non-official members during the first two reformed councils lapsed for want of further action on the part of the respective movers. These were—

(*a*) A Local Option Bill of which notice had been given by the Leader of the Opposition.

(*b*) The Tarwad Management Bill (Bill No. 18 of 1924) by Mr. K. Prabhakaran Tampan.

(*c*) A Bill to amend the Madras District Municipalities Act, 1920 (Bill No. 1 of 1925), introduced by Mr. P. K. S. A. Arumuga Nadar to define certain provisions regarding tolls and licences was referred to the Select Committee on 5th February 1925. The member however did not present the Select Committee's report.

(*d*) A Bill to amend the Madras City Municipal Act, 1919 (Bill No. 9 of 1925), proposed by Rao Bahadur C. Natesa Mudaliyar was intended to omit the provision of that Act under which non-payment of any one of the taxes due by a voter during the previous year operates as a disqualification. Leave to introduce was given on 31st March 1925 but the member in charge took no further action.

(*e*) A Bill to amend the District Municipalities Act and the Madras Local Boards Act (Bill No. 12 of 1925), introduced by Mr. J. A. Saldanha was intended to define "public street" or "public road" in such a way as to ensure right of free passage

thereon to all classes of people. It was referred to a Select Committee on 15th December 1925. The report of the Select Committee was presented on 31st August 1926 but as the sanction of the Governor-General was not obtained for the Bill as amended by the Select Committee it was not proceeded with.

Numerous other Bills in respect of which notices had been received during the period under review have lapsed. The following is a list of such Bills though it is not exhaustive:—

(1) The Jain Succession Bill (Bill No. 7 of 1926) given notice of by Mr. D. Manjeyya Haggade.

(2) A Bill to amend the Madras Village Courts (Amendment) Act, 1919 (Bill No. 8 of 1926), by Mr. R. Veerian.

(3) A Bill to amend the Madras City Municipal Act by Mr. C. V. Venkataramana Ayyangar.

(4) A Bill to amend the Madras City Civil Courts Act III of 1873 by Mr. Muhammad Ghouse Mian Sahib for which necessary previous sanction had not been obtained.

(5) The Madras Milch Cattle Species Preservation Bill of 1925 by Mr. K. Raghuchandra Ballal for which previous sanction of the Governor-General was not obtained.

(6) A Bill to further amend Madras District Municipalities Act, 1920, by Mr. T. Adinarayana Chettiyar for which previous sanction of the Governor-General was required but was not obtained.

(7) A Bill to amend the Madras Outports Landing and Shipping Fees Act, 1885, by Mr. J. A. Saldanha.

(8) A Bill to amend and define the law of intestate succession among Jains governed by Aliyasantana System of inheritance by Mr. A. Ramaswami Mudaliyar.

(9) A Bill to amend the Madras District Municipalities Act by Rao Sahib U. Rama Rao. He was elected to the Council of State and so he resigned his membership of this Council before he sought permission to introduce the Bill.

(10) A Bill to amend the President's Salary Act, 1924, by Mr. S. Satyamurti.

(11) A Bill to repeal the Madras Hindu Religious Endowments Act, 1923, by Mr. S. Satyamurti.

(12) A Bill to amend the Madras Hindu Religious Endowments Act, 1923, by Mr. P. N. Marthandam Pillai. The member withdrew the Bill.

(13) A Bill to amend the Madras District Municipalities Act by Mr. S. Satyamurti.

(14) A Bill to amend the Madras General Clauses Act by Mr. J. A. Saldanha.

(15) A Bill further to amend the Madras City Municipal Act by Rao Bahadur C. Natesa Mudaliyar.

(16) A Bill further to amend the Madras Local Boards Act, 1920 (as amended by Act V of 1925), by Rao Bahadur T. M. Narasimhacharyulu.

(17) A Bill to amend the Madras Elementary Education Act by Mr. R. Veerian.

(18) A Bill to amend the Madras Hindu Religious Endowments Act by Mr. D. Manjeyya Haggade.

(19) A Bill to amend the Madras Abkari Act by Mr. J. A. Saldanha for which the previous sanction of the Governor-General was necessary.

(20) A Bill to amend the Madras District Municipalities Act by Mr. G. Rameswara Rao.

(21) Bills to amend the Andhra University Act by Messrs. A. Kaleswara Rao (two Bills), B. Venkataratnam and M. V. Gangadhara Siva.

(22) Bills to amend the Tuticorin Port Trust Act by Messrs. D. Thomas and P. Bhaktavatsulu Nayudu.

(23) Bills to further amend the Madras Estates Land Act by Messrs. K. V. R. Swami and Biswanath Das Mahasayo.

(24) A Bill to amend the Madras District Municipalities Act and the Madras Local Boards Act by Mr. J. A. Saldanha.

(25) A Bill to amend the Madras Abkari Act by Mr. J. A. Saldanha.

(26) A Bill to amend the Madras General Clauses Act and the Madras Local Boards Act by Mr. J. A. Saldanha.

(27) A Bill to amend the Madras District Municipalities Act by Mr. A. Kaleswara Rao.

(28) The Jaggampeta A and D Estates Impartible Estates Bill by Mr. K. R. Venkatarama Ayyar.

(29) A Bill for the Suppression of Brothels and Immoral Traffic by Mr. K. R. Venkatarama Ayyar.

(30) A Bill to amend the Madras Outports Landing and Shipping Fees Act, 1885, by Mr. J. A. Saldanha.

(31) The Marumakkattayam and Aliyasanthana Branch Partition Bill by Mr. K. R. Karant.

(32) A Bill to amend the Village Courts Act (Bill No. 30 of 1927) by Mr. C. V. Venkataramana Ayyangar.

(33) A Bill to amend the Madras City Municipal Act (Bill No. 31 of 1927) by Mr. S. Satyamurti.

(34) A Bill further to amend the Madras Local Boards Act, 1920 (Bill No. 32 of 1927) by Mr. G. Harisarvottama Rao.

The following Bills were withdrawn during the last session:—

(1) The Madras Elementary Education (Amendment) Bill (Bill No. 6 of 1927) by Mr. J. A. Saldanha.

(2) Two Bills to amend further the Madras Estates Land Act by Messrs. P. Anjaneyulu and K. Koti Reddi.

30. The following statement summarises the legislative work done by the Council on all the Bills which were actually brought before it:—

Nature of Bill.	Number.				
	Introduced.	Withdrawn or not proceeded with.	Rejected.	Passed into law.	Pending.
(1)	(2)	(3)	(4)	(5)	(6)
1 Government—					
(a) Dealing with reserved subjects.	34	2	5	(a) 27	..
(b) Dealing with transferred subjects.	21	3	..	16	2
2 Private —					
(a) Dealing with reserved subjects.	10	..	1	(b) 6	3
(b) Dealing with transferred subjects.	27	2	4	6	15

Nature of Bill.	Number of divisions in which the Government were				
	Successful			Defeated.	Neutral.
	By a majority of elected members.	By a majority of non-official members.	By a bare majority.		
	(7)	(8)	(9)	(10)	(11)
1. Government					
(a) Dealing with reserved subjects.	30	10	7	25	1
(b) Dealing with transferred subjects	77	4	1	1	2
2. Private —					
(a) Dealing with reserved subjects	4	..	1	5	22 *
(b) Dealing with transferred subjects.	4	2	..	..	2

(a) One of these bills was returned by His Excellency the Governor for the consideration of certain amendments and the consideration having been adjourned and the Council dissolved, the Bill lapsed.

(b) His Excellency the Governor withheld assent from one of these Bills.

* All of these divisions were upon the Malabar Tenancy Bill, introduced by a member of the Ministerial party The Bill dealt with a reserved subject and the reserved part of the Government opposed certain of its principles To avoid open conflict between the official part of the Government and the Ministerial party, the Government were neutral in most of the divisions

(*f*) *Finance.*

31. In financial matters the powers of the Legislative Council are substantial. It is laid down in the Act that it is the function of the executive on the recommendation of the Governor to demand supply. It is the function of the legislature to grant supply and also to satisfy itself that the supply has been appropriated to the objects for which it was granted. But the authority of the Council is not absolute; for that portion of the executive which is responsible not to the Legislative Council but to Parliament must be able to discharge its responsibility. The Governor is therefore armed with the powers to secure the supply necessary for the discharge of this responsibility. The demands of the executive are made as far as possible once a year when the budget is presented; but supplementary demands are from time to time made and must be dealt with by the Council in the same way as the demands for grants. The annual budget is dealt with in two stages: at the first stage the estimates for the year are laid before the Legislative Council by the Finance Member who explains their salient features in his budget speech. A general discussion follows which may cover the whole field of provincial finance; but at this stage no motion may be made. It is usual for the discussion to be closed by the Members of Government in turn replying to any criticisms which have been levelled against the departments under their administration. At the next stage the executive makes its demands for grants. These demands comprise only that portion of the provincial expenditure which is subject to the vote of the Council. Under section 72-D(3) of the Government of India Act, expenditure relating to the following heads is not liable to the vote of the Council:—

(i) Contributions payable by the local Government to the Governor-General in Council;

(ii) interest and sinking fund charges on loans;

(iii) expenditure of which the amount is prescribed by or under any law;

(iv) salaries and pensions payable to or to the dependants of—

(*a*) persons appointed by or with the approval of His Majesty or by the Secretary of State in Council;

(*b*) judges of the High Court of the province;

(*c*) the Advocate-General; and

(*d*) persons appointed before the first day of April, nineteen hundred and twenty-four, by the Governor-General in Council or by a local Government to services or posts classified by rules under this Act as superior services or posts; and

(v) sums payable to any person who is or has been in the civil service of the Crown in India under any order of the Secretary of State in Council, of the Governor-General in Council, or of a Governor, made upon an appeal made to him in pursuance of rules made under this Act.

Any question whether any proposed appropriation of moneys does or does not relate to these heads of expenditure is decided by the Governor. The following is a list of the cases which have been submitted for his orders:—

Subject.	Decision
(1) Sumptuary allowance and contract allowance of His Excellency the Governor.	Treated as 'non-voted.'
(2) Definition of the term 'Salary' occurring in section 72-D (3) of the Government of India Act.	Decided to follow the Government of India's definition of salary.
(3) Compassionate pensions to dependants of officers.	Treated as 'voted.'
(4) Translation and Printing charges and Apprentice examination charges.	Declared 'voted.'
(5) Voyage and equipment of His Excellency the Governor.	Declared 'non-voted.'
(6) Expenditure incurred on persons detained under the Mappilla Outrages Act, 1859, and the Ganjam and Vizagapatam Act, 1839.	Declared 'voted.'
(7) Travelling allowance of all officers incurred in 1925–26.	To be 'voted.'
(8) 24. Administration of Justice— Apprentices examination charges. Remuneration to copyists. Diet and road money to prosecutors and witnesses. Charges for the service of processes. Batta to prosecutors and witnesses. Copyist establishment in courts.	To be 'voted.'

Subject.	Decision.
(9) Travelling allowance of officers whose pay is non-voted.	To be 'non-voted.'
(10) Stamps in civil and criminal cases under "24. Administration of Justice".	To be 'voted.'
(11) Diet and road money to prosecutors and witnesses. Charges for the service of processes. Charges for copies of judgment under "22. General administration".	To be 'voted.'
(12) Tour expenses of His Excellency the Governor.	To be 'non-voted.'
(13) Rates and Taxes	To continue to be 'non-voted.'
(14) Expenditure connected with recruitment of officers in England for the All-India Services.	To be treated as 'non-voted.'
(15) Excise compensations. Charges for copies of judgments. Refunds under 'Land Revenue.'	To be changed from 'non-voted' to 'voted.'.
Charges for the service of processes and process-serving establishments. Pleadership examination charges. Customs duty on imported stores. Refunds under 'Stamps.' Landing and Shipping charges on Government stores.	To be reclassified from 'voted' to 'non-voted.'
(16) Contributions towards passages of officers whose pay is 'non-voted.'	To be 'non-voted.'
(17) Certain pension charges. Excise compensations to Indian States and French Settlements. Discount on sale of general and court-fee stamps.	Existing classification to be maintained pending the decision of the Government of India.
(18) Tour expenses of Members of the Executive Council.	To continue to be 'non-voted.'

NOTE.—The above changes have not been given effect to pending the decision of the Government of India on a similar question.

The following statement shows the proportion of the provincial expenditure which has been treated as non-voted in each of the years from 1921–22 onwards:—

Non-Voted Expenditure.

Year.	Total expenditure.	(A) Payable to Central Government.	(B) Provincial expenditure.				
		Contributions to the Governor-General in Council—(i).	Interest and sinking fund charges on loans—(ii).	Amount prescribed by or under any law—(iii).	Salaries and pensions payable to or to the dependants of—(iv).		
					Persons appointed by His Majesty and Secretary of State—(a).	Judges of the High Court—(b).	The Advocate-General—(c).
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1921-22 ..	1,677·92	348·00 *3·581	34·50	39·88	72·23	5·34	·22
1922-23 ..	1,609·24	348·00	41·50	46·03	78·30	5·62	·21
1923-24 ..	1,611·54	348·00	45·52	66·54	76·88	5·88	·22
1924-25 ..	1,657·06	348·00	68·40	88·00	85·19	6·07	·22
1925-26 ..	1,595·23	221·98	81·14	86·36	87·07	7·04	·22
1926-27 ..	1,582·21	165·19	89·64	90·36	92·87	7·08	·22
1927-28 .. (Revised Estimate).	1,558·07	..	102·74	66·49	99·04	6·50	·32
1928-29 .. (Budget Estimate) as voted by the Council.	1,705·75	..	114·01	66·35	102·59	6·90	·27

* Income-tax assignment.

Year.	(B) Provincial expenditure—*cont.*						
	Salaries and pensions payable to or to the dependants of—(iv)—*cont.*		Sums payable to any person in the Civil Service under orders of the Secretary of State or the Governor-General or the Governor—(v).	Total of B [columns (4) to (10)].	The Laccadive Islands including Minicoy.	Total of Non-Voted (3)+(11)+(12).	Percentage of column (13) to column (2).
	Persons appointed before 1st April 1924 by the Governor-General or by a local Government to services or posts classified by rules under the Government of India Act as superior—(d).						
	(9)		(10)	(11)	(12)	(13)	(14)
	Rs		Rs	Rs.	Rs	Rs.	Rs.
1921-22 ..	..		..	152·15	0·88	536·84	31·99
1922-23 ..	..		..	171·66	1·41	521·07	32·38
1923-24 ..	..		..	105·04	1·59	544·63	33·80
1924-25 ..	..		..	247·88	1·18	597·06	36·03
1925-26 ..	..		..	261·83	1·48	485·29	30·42
1926-27 ..	..		..	280·17	1·22	446·58	28·22
1927-28 .. (Revised Estimate)	2·38		..	277·47	1·22	278·69	17·89
1928-29 .. (Budget Estimate) as voted by the Council	1·42		..	291·53	1·40	292·94	17·17

32. The votable expenditure must all be included in one of the demands for grants. Rule 26 (1) and (2) of the Madras Legislative Council Rules gives the following instructions for the preparation of the demands for grants:—

"26. (1) A separate demand shall ordinarily be made in respect of the grant proposed for each department of the Government, provided that the Finance Member may in his discretion include in one demand grants proposed for two or more departments, or make a demand in respect of expenditure, such as Famine Relief and Insurance and interest, which cannot readily be classified under particular departments. Demands affecting reserved and transferred subjects shall, so far as may be possible, be kept distinct.

"(2) Each demand shall contain, first, a statement of the total grant proposed and then a statement of the detailed estimate under each grant divided into items."

The following statement shows the number of demands presented to the Legislative Council each year:—

Budget year to which the demands relate.	Number of demands.			
	Reserved.	Transferred.	Joint.*	Total columns (2) to (4).
(1)	(2)	(3)	(4)	(5)
1921-22	22	13	..	35
1922-23	22	13	..	35
1923-24	23	13	..	36
1924-25	24	14	..	38
1925-26	18	15	..	33
1926-27	20	15	1	36
1927-28	20	15	1	36
1928-29	20	15	1	36

* Expenditure in England other than on stores.

The general practice has been for each Member of Government to present a separate demand for each of the departments in his charge. In the Report on the Appropriation Accounts for 1925-26, the Accountant-General, commenting on the reduction in the number of grants from 38 to 33, pointed out to the Public Accounts Committee that this reduction meant a certain relaxation of the control of the Legislative Council over the provincial expenditure. While no reappropriation is permissible from one grant to another, within a grant there is no restriction on the powers of reappropriation vested in the Executive. A further consideration which weighed with the Public Accounts Committee was that the larger the number of grants the greater the tendency for large portions of the budget to be voted by the Legislative Council without any discussion or criticism; for the

maximum number of days which may be allotted to the consideration of the demands for grants is 12; and in Madras it has been the invariable practice only to allot ten days. One day each is usually allotted to the important grants of Land Revenue, Education and Civil Works, and a maximum of half a day each is allotted for the others. It is thus clear that in ten days, unless the Council consents to pass a number of the earlier grants with little or no discussion, it will not be possible to discuss the later ones at all. The Public Accounts Committee was inclined to think that it was of greater importance to facilitate discussion on the demands for grants than to fetter the Executive Government's powers of reappropriation. The following statement shows the number of demands which have formed the subject of debate in each year:—

Year.	Total number of demands.			Number of demands discussed.			Balance voted without discussion.		
	Reserved.	Transferred.	Joint.	Reserved.	Transferred.	Joint.	Reserved.	Transferred.	Joint.
1921-22..	22	13	..	22	13	..	..	..	..
1922-23..	22	13		22	13	..	..	..	..
1923-24..	23	13	..	23	13	..	..	..	..
1924-25..	24	14	..	14	6	..	10	8	..
1925-26..	18	15	..	12	5	..	6	10	..
1926-27..	20	15	1	16	13	..	4	2	1
1927-28..	20	15	1	14	8	..	6	8	1
1928-29..	20	15	1	15	11	..	5	4	1

33. Between the general discussion on the budget and the voting of demands for grants a time is fixed before which members must send in notices of motions to omit or reduce a grant or any item in a grant. The number of these motions received and discussed each year is shown in the following statement:—

Budget motions	1920-21	1921-22	1922-23	1923-24	1925-26	1926-27	1927-28	1928-29	Total.
Received	540	840	1,050	1,274	1,784	1,009	1,400	1,788	9,685
Discussed	264	183	203	101	95	184	91	62	1,183

The bulk of the motions were aimed in the beginning at cutting out slices, more or less considerable, from the Government demands rather than at criticising definite features of the Government policy, which is the main trend of a budget discussion in

the House of Commons. The absence of an organized Opposition, as well as the lack of means of official communication between the whips on either side, was probably responsible for the haphazard way in which the budget was attacked at the commencement. In subsequent years, however, the members began to evince some grasp of the principles of budgetary criticism and a measure of progress from particular to general schemes of attack is noticeable in the later budget debates.

This is illustrated by the following statement which distinguishes the token motions from those which proposed a substantial reduction of the supply demanded by the Government:—

Year.	Motions discussed			Withdrawn.		
	Number of token motions.	Substantial cuts.	Total.	Number of token motions.	Substantial cuts.	Total.
1921-22	28	236	264	23	172	195
1922-23	43	145	188	39	99	138
1923-24	75	128	203	71	86	157
1924-25	70	31	101	62	23	85
1925-26	69	26	95	51	14	65
1926-27	174	10	184	161	8	169
1927-28	87	4	91	48	2	49
1928-29	61	2	63	26	1	27

Year.	Accepted.			Voted upon		
	Number of token motions.	Substantial cuts.	Total.	Number of token motions	Substantial cuts.	Total
1921-22	..	1	1	5	63	68
1922-23	..	1	1	6	38	44
1923-24	..	2	2	4	40	44
1924-25	..	..	..	8	8	16
1925-26	..	..	..	18	12	30
1926-27	..	..	..	13	2	15
1927-28	..	..	..	39	2	42
1928-29	..	..	..	35	1	36

In recent years, the discussion on certain important matters included in the first few demands has engaged the attention of the Council to such a large extent that several demands, including important ones such as Public Health, Industries, Labour, Civil

Works and Loans, have been guillotined for want of time. In 1926, the Swarajist Councillors withdrew from the Council on the first day on which the voting of grants was taken up, with the result that the criticism of expenditure and of the policy of Ministers and the Reserved side of the Government was directed chiefly to elicit information and to suggest improvements for further expansion. This feature of the discussion was continued in 1927, when out of 1,148 motions for the reduction of demands or the omission or reduction of items included in demands 954 proposed token reductions, and were intended to raise discussions on the policy of the members of the Government or to elicit information or to suggest measures for the utilization of the remission of the provincial contribution by reducing taxation or by expansion of expenditure.

The following analysis of the motions discussed each year may be of interest:—

Year.	Number of motions discussed.	Result of the motion.			
		Withdrawn.	Accepted by Government.	Carried against Government.	
				Total number.	Number in which division was challenged.
(1)	(2)	(3)	(4)	(5)	(6)
1921-22—					
Reserved	135	100	..	7	1
Transferred	129	95	1	3	2
1922-23—					
Reserved	109	78	..	24	20
Transferred	74	60	1	6	2
1923-24—					
Reserved	133	93	2	11	6
Transferred	70	64	..	2	2
1924-25—					
Reserved	81	66	..	5	5
Transferred	20	19	..	..	..
1925-26—					
Reserved	74	50	..	14	8
Transferred	21	15	..	..	..
1926-27—					
Reserved	99	90	..	1	..
Transferred	85	79	..	..	..
1927-28—					
Reserved	57	26	..	13	7
Transferred	34	23	..	2	2
1928-29—					
Reserved	36	13	..	16	11
Transferred	26	13	..	..	..
Total ..	1,183	884	4	104	66

Year.	Result of the motion—*cont*		Number of motions in which reduction was accepted by Government.	Number of cases in which the reduction was restored by Government.
	Number thrown out.			
	Total number.	Number in which division was challenged.		
	(7)	(8)	(9)	(10)
1921-22—				
Reserved	28	8	6	1 *
Transferred	30	4	4	..
1922-23—				
Reserved	7	1	24	..
Transferred	7	1	6	..
1923-24—				
Reserved	27	7	11	2 †
Transferred	4	2	2	..
1924-25—				
Reserved	10	6	4	1 ‡
Transferred	1	1	..	..
1925-26—				
Reserved	10	5	10	4 §
Transferred	6	2	..	..
1926-27—				
Reserved	8	3	1	..
Transferred	6	2	..	..
1927-28—				
Reserved	18	11	13	..
Transferred	9	5	2	..
1928-29—				
Reserved	7	2	16	..
Transferred	13	8	..	..
Total ..	191	68	99	8

* The provision of Rs 2·16 lakhs for the Russellkonda Saw Mill.
† The provision of 0·1 lakh for Factory inspection ; 5·00 lakhs for Agency division.
‡ The provision of ·98 lakh for the Board of Revenue.
§ The provision of 1·18 lakhs for the Board of Revenue ; Rs. 7,200 out of the provision of Rs. 14,400 for the Official Referee ; 1·00 lakh under the provision for Judges and Registrar ; 1·00 lakh under the provision for Special Police

Of 1,183 motions discussed, 724 related to reserved subjects and 459 to transferred subjects: 884 (516 reserved and 368 transferred) were withdrawn after discussion, and 4 (2 reserved and 2 transferred) were accepted by the Government. The remaining 295 (206 reserved and 89 transferred) were opposed by the Government. In 134 cases (101 reserved and 33 transferred) a division

was challenged; in 68 of the divisions (43 reserved and 25 transferred) the Government were successful, and in 66 (58 reserved and 8 transferred) they were defeated. Of the 161 cases in which no division was taken, the Government were successful in 123 (72 reserved and 51 transferred) and unsuccessful in 38 (33 reserved and 5 transferred). In 32 of the 68 divisions in which the Government were successful, they would have been defeated if the votes of elected members alone had been counted; 9 of these 32 divisions related to transferred subjects. And in 9 of the divisions (two of which related to transferred subjects), the Government were saved from defeat only by the votes of the official members of the Council.

34. If the Council withholds its assent from or reduces the amount of a grant relating to a reserved subject, the action of the Council may be overruled and the full supply demanded may be made if the Governor certifies that the expenditure provided for by the demand is essential to the discharge of his responsibility for the subject. The Governor has found it necessary to exercise this power on the following occasions:—

		LAKHS. RS.
1921–22 ...	Forest department—Russellkonda Saw Mill	2·16
1923–24 ...	Factory Inspection	·10
	Agency Division	5·00
1924–25 ...	Board of Revenue	·98
1925–26 ...	Board of Revenue	1·18
	Official Referee	·07
	High Court Judges and Registrar ...	1·00
	Police	1·00

35. The Governor has a further power which he may exercise in cases of emergency, viz., to authorise any expenditure which he considers necessary for the safety or tranquillity of the province or for the carrying on of any department.

The following statement contains a list of all the cases in which this power of authorisation has been exercised:—

Year.	Cases.	Amount RS.
1921–22 ...	Construction of quarters for the Malabar Special Police	2,00,000
1922–23 ...	Rampa disturbances	* 20,000
1923–24 ...	1. Charges in connection with the Agency Fituri (rebellion)	8,46,000
	2. Charges in connection with His Excellency the Viceroy's visit	91,607

* (This amount was however subsequently included in the demand for a supplementary grant of Rs 1 lakh moved and voted by the Legislative Council in November 1922.)

Year.	Cases.	Amount Rs.
	3. Special staff in connection with the revision of the estimates for the Cauvery (Mettur) Project	1,245
	4. Special staff in connection with the investigation of the Sangameswaram project, Kurnool district	5,000
1924–25 ...	1. Expenditure in the southern districts connected with flood relief	40,000
	2. Grant of advances to cultivators in the famine-affected districts of Bellary and Anantapur	9,00,000
1925–26 ...	1. Kattalai Right Bank Canal scheme, Trichinopoly district	4,00,000
	2. Constructing locks and regulators across the Ellore and Bandar canals at 1 mile 16 chains and 1/0 190 feet, respectively, Kistna Central division ...	1,00,000
	3. Polavaram Island Project, Godavari district	2,00,000
	4. Protective works required at the Periyar headworks	86,000
	5. Improvements to the down-stream apron of the Pennar anicut at Adinimayapalle, Madanapalle division	50,000
	6. Reforming the left flood bank of the Bahudu river, Ganjam division ...	9,000
	7. Investigation of hydro-electric schemes	44,150
	8. Free supply of housing materials outside municipalities to the poor whose houses were either destroyed or damaged during the cyclone in the Kistna district	5,000
	9. Repair of minor irrigation works damaged by the cyclone in the Guntur district	20,000
	10. Repair of minor irrigation works damaged by the cyclone in the Kistna district	30,000
	11. Free supply of housing materials to the poor whose houses were either destroyed or damaged during the cyclone, Bezwada	2,000
	12. Continuance of the appointment of the Official Referee in the High Court of Judicature, Madras, up to the end of October 1925	3,000

Year.	Cases.	Amount.
		RS.
	13. Continuance of the appointment of the Official Referee in the High Court of Judicature, Madras, up to the end of December 1925	2,100
	14. Revival from November 1925 of the riding classes in the Police Training School at Vellore for the instruction of probationary sub-inspectors of police	3,630
1926–27 ...	Acquisition of a building for the residence of the District Magistrate, Malabar ...	20,000
1927–28 ...	1. Acquisition and improvements to the residence of the Sub-Collector at Madanapalle	22,600
	2. Pay of officers and staff, etc., of the Malabar Tenancy Committee ...	30,000

36. With the voting of the annual supply, the financial work of the legislature is complete, except for any demands for supplementary grants which the executive may find it necessary to bring forward in the course of the year. No reappropriation may be made from one grant to another and reappropriations within a grant are the function of the Finance department. The Standing Finance Committee of the Legislative Council, however, is kept informed of any substantial reappropriations which involve appreciable variations from the programme of expenditure laid before the Legislative Council; and for any new services for which there is no provision in the Budget, if the Government desire to incur expenditure, it is necessary for them to obtain a supplementary grant from the Council.

Demands for supplementary grants have been moved each year for one of three reasons, either (1) to enable the Government to incur expenditure on a new service for which there is no provision in the Budget, or (2) because the provision made in the Budget under any grant has proved inadequate, or (3) to cover expenditure in excess of the budget provision on an item which has been specifically reduced by a vote of the Council. The amount of supplementary supply granted each year has been as follows:—

Year	Total.	Reserved.	Transferred.
	Lakhs. RS.	Lakhs RS.	Lakhs RS.
1921–22	161·00	139·43	21·57
1922–23	31·41	23·43	7·98
1923–24	6·22	3·06	3·16
1924–25	28·82	19·31	9·51
1925–26	49·55	17·29	32·26
1926–27	24·70	21·00	3·70
1927–28	61·20	24·31	36·89

Demands for supplementary grants are dealt with by the Council in the same way as if they were demands for grants. Thus they afford occasion for discussion of the policy of the Government in exactly the same way as the voting of the original demands at the time of the passing of the Budget. These discussions are analysed as under:—

Year.	Number of motions discussed.	Result of the motions.		
		Withdrawn.	Accepted by Government.	Carried against Government.
				Total number.
(1)	(2)	(3)	(4)	(5)
1921-22—				
Reserved	1	1	..	..
Transferred	1	1	..	..
1922-23—				
Reserved	4	3	..	..
Transferred	..	..	..	..
1923-24—				
Reserved	4	4	..	..
Transferred	2	2	..	..
1924-25—				
Reserved	5	4	..	1
Transferred	3	3	..	..
1925-26—				
Reserved	12	12	..	..
Transferred	19	15	..	..
1926-27—				
Reserved	6	3	..	..
Transferred	3	3	..	..
1927-28—				
Reserved	9	4	..	..
Transferred	16	8	..	..
Total .. Reserved ..	41	31	..	1
Total .. Transferred ..	44	32	..	..

Year.	Result of the motions—*cont.*			Number of motions in which reduction was accepted by Government.
	Carried against Government —*cont*	Number thrown out.		
	Number in which division was challenged. (6)	Total number. (7	Number in which division was challenged. (8)	(9)
1921-22—				
Reserved	..	..	..	..
Transferred	..	..	..	..
1922-23—				
Reserved	..	1	..	..
Transferred	..	..	..	..
1923-24—				
Reserved	..	..	..	..
Transferred	..	..	..	..
1924-25—				
Reserved	* 1	..	..	1
Transferred	..	..	..	..
1925-26—				
Reserved	..	..	..	..
Transferred	..	4	† 1	..
1926-27—				
Reserved	..	3	‡ 1	..
Transferred	..	..	..	..
1927-28—				
Reserved	..	5	† 1	..
Transferred	..	8	..	..
Total .. Reserved ..	1	9	2	1
Total .. Transferred.	..	12	1	..

* For the abolition of provision for the Madras Year Book.

† A majority of elected members were against the motion.

‡ A majority of elected members voted *for* the motion ; it was defeated by the help of nominated votes.

37. In addition to these demands for grants it has been the practice each year for the Government at the close of the budget discussions to move demands for "further" or "additional" grants; the necessity for these additional grants arises either when the Legislative Council omits a certain item and it is desired to restore a part of it, e.g., pay for establishment employed in March payable in April even if the establishment is disbanded at the end of March, or when it is desired to include provision for a "new service" which has been put forward or become fit for introduction only after the compilation of the original estimates. Exception has more than once been taken to these further demands on the ground that there is no esplicit authority for them; but the President of the Legislative Council has on each occasion ruled that they are in order. The amounts voted in this way each year have been as under:—

	Total. LAKHS.	Reserved. LAKHS.	Transferred. LAKHS.
	RS.	RS.	RS.
1921–22	16·85	9·29	7·56
1922–23	31·23	24·28	6·95
1923–24	10·58	10·26	0·32
1924–25	1·01	0·33	0·68
1925–26	Nil.	Nil.	Nil.
1926–27	16·26	2·60	13·66
1927–28	8·55	0·88	7·67
1928–29	7·97	3·13	4·84

and these demands have been dealt with in the same manner as budget or supplementary demands, and discussions have taken place on them as shown in the following analysis.

Year.		Number of motions discussed.	Result of the motions.		
			Withdrawn.	Accepted by Government.	Carried against Government.
					Total number.
(1)		(2)	(3)	(4)	(5)
1921-22	Reserved ..	4	2	..	..
	Transferred ..	3	3	..	..
1922-23	Reserved ..	2	2	..	..
	Transferred ..	..	..	..	..
1923-24	Reserved ..	3	2	..	1
	Transferred ..	1	..	..	..
1924-25	Reserved ..	1	1	..	..
	Transferred ..	2	2	..	..
1925-26	Reserved ..	1	..	..	1
	Transferred ..	..	..	..	..
1926-27	Reserved ..	..	..	..	..
	Transferred ..	1	1	..	..
1927-28	Reserved ..	..	..	..	..
	Transferred ..	4	4	..	..
1928-29	Reserved ..	6	4	..	1
	Transferred ..	6	3	..	..
Total ..	Reserved ..	17	11	..	3
	Transferred ..	17	13	..	..

Year.		Result of the motions—*cont.*			
		Carried against Government —*cont.*	Number thrown out.		Number of motions in which reduction was accepted by Government.
		Number in which division was challenged.	Total number.	Number in which division was challenged.	
		(6)	(7)	(8)	(9)
1921-22	Reserved ..	..	2	2	..
	Transferred ..	..	..	..	..
1922-23	Reserved ..	..	..	..	..
	Transferred ..	..	..	..	..
1923-24	Reserved ..	1	..	..	1 *
	Transferred ..	..	1	..	..
1924-25	Reserved ..	..	..	..	..
	Transferred ..	..	..	..	..
1925-26	Reserved ..	1	..	..	1 †
	Transferred ..	..	..	..	..
1926-27	Reserved ..	..	..	..	..
	Transferred ..	..	..	..	..
1927-28	Reserved ..	..	..	..	..
	Transferred ..	..	..	..	..
1928-29	Reserved ..	1 †	1	..	1 ‡
	Transferred ..	..	3	2	..
Total ..	Reserved ..	3	3	2	3
	Transferred ..	..	4	2	..

* Abolition of Director of Office Systems.
† Postponement of further demands pending proposals for utilization of remissions.
‡ Recommending Indianization of the Forest service.

The passing of these grants for 1928–29 was subjected to organized obstruction at the hands of the Opposition; and in addition to the three divisions on motions for the reduction of the grants no less than eleven divisions were taken on motions for the adjournment of the discussion or for closure of the debate, and in 7 cases divisions were taken on the question that a grant be passed: the Government won all the 18 divisions; in 11 they had the support of a majority of the elected members of the Council: 5 divisions were won with the help of nominated non-officials, and 2 with the help of officials.

If the moving of these additional demands is to be a permanent feature of the financial business of the Legislative Council, and there is nothing inherently wrong in the procedure, express provision should be made for it in the rules.

38. After the close of each financial year, the Accountant-General prepares Appropriation Accounts which compare for each grant and for the principal items in the grant the sum voted by the Legislative Council with the amount actually spent. These accounts are considered in detail by the Public Accounts Committee whose duty it is to deal with the Audit and Appropriation Accounts of the province and such other matters as the Finance department may refer to it. It is composed of ten members of whom 7 are elected by the non-official members of the Legislative Council and 3 nominated by the Governor; the Finance Member is its Chairman; and it is reconstituted anew for each financial year. The Committee is entitled to make criticisms or recommendations upon any matter mentioned either in the Accountant-General's report on the accounts or in the Auditor-General's remarks on them (except as regards the Laccadive Islands and Minicoy), whether such matters concern expenditure, voted or non-voted, or receipts. It has further specifically to satisfy itself that the money voted by the Council has been spent within the scope of the demand; and it has to report to the Council

(i) every reappropriation from one voted grant to another;

(ii) every reappropriation within a voted grant which (*a*) has been made contrary to the rules regulating the function of the Finance department, or (*b*) has had the effect of increasing the expenditure on an item, the provision for which has been specifically reduced by a vote of the Council; and

(iii) all expenditure which the Finance department has requested the Committee to bring to the notice of the Council.

For each of the years 1921–22 to 1924–25, the Accountant-General prepared his Audit and Appropriation Reports separately; the Audit Report was received by Government about six months before the Appropriation Report and in consequence the Committee was asked to consider the Audit Report before and independently of the Appropriation Accounts. For 1925–26 however

a new procedure was introduced; the two reports were combined into one; and in dealing with the Appropriation Accounts of each grant the Committee is now able to consider important audit irregularities along with other features of the control of expenditure under the grant. The new system has the further advantage that the Committee instead of making a hurried examination of the Appropriation Accounts in such spare time as it could find during the almost continuous session of the Legislative Council in March, is now obliged to consider them at a time when the attention of the members is not distracted by the pressure of other business. The result is that the Committee's report on the accounts for 1925–26 is much fuller than that of any previous year. The work done by the Committee each year is indicated by the statement below, which of course cannot give a complete record of the quantity of work done or an estimate of its value; for these it is necessary to study the reports of the Committee each year—

Year.	Number of days on which the Committee sat.	Number of days spent on consideration of the Audit and Appropriation Reports.	Number of other cases brought to the notice of the Committee by the Finance department.	Number of cases reported to the Legislative Council under Rule 34 (2).			Number of demands for excess grants recommended to the Legislative Council.
				(i)	(ii)	(iii)	
1921–22 ..	2	..	..	..	..	..	..
1922–23 ..	5	4	1	..	..	..	..
1923–24 ..	5	5	..	..	3	..	5 *
1924–25 ..	8	8	2	..	1	..	4 *
1925–26 ..	6	6	1	..	1	..	1
1926–27 ..	2	2	2	..	..	..	..
1927–28 ..	8	8	..	..	1	..	2
Total ..	36	33	6	..	6	..	12

* One demand in respect of the excesses under these grants was moved in the Legislative Council.

In 1921–22, the Committee considered only its functions and powers. For 1922–23 and each subsequent year it has presented a report to the Legislative Council, and on the Finance Member's motion that the report be taken into consideration a debate has always taken place. The report mentions all matters which ought to be brought to the notice of the Legislative Council; it contains comments and recommendations regarding financial irregularities, the control of expenditure by the Executive Government, the form in which the budget estimates and the demands for grants should be presented to the Council, and generally such information as may enable the Legislative Council not only to see how far the funds which it has voted have been applied to the purpose for which they were intended, but also how far they

have been properly and economically spent. The Government have decided to publish from time to time a summary of those decisions of the Committee which are considered to be of permanent value. The first edition of this summary is now being prepared. The most important feature in which the constitution of the Public Accounts Committee of the local legislature differs from that of the corresponding Committee of the House of Commons is that here the Finance Member of the Government is the Chairman, whereas in England it is the practice for a member of the party in opposition to be elected Chairman of the Committee.

4. Standing and other Committees.

39. The only Statutory Committee of the Council is the Public Accounts Committee whose constitution and functions have just been described. The only other Standing Committee composed mainly of members elected by the Legislative Council is the Standing Finance Committee, the constitution and functions of which have been prescribed by the Government in the following terms:—

(1) As soon as may be after the commencement of each financial year, a Standing Finance Committee of the Legislative Council shall be constituted for the purpose of advising the Government on schemes of new expenditure and appropriations of provincial revenues.

(2) The functions of the Committee shall be advisory only.

(3) The Finance Committee shall consist of nine members, of whom six shall be elected by the non-official members of the Council according to the principle of proportionate representation by means of the single transferable vote. The remaining members shall be nominated by the Governor. One of them shall be the Finance Member who shall be ex officio Chairman of the Committee.

The function of the Committee being to advise the Government on schemes of new expenditure and the appropriation of provincial revenues, it follows that its main work is in connexion with the annual budget estimates.

The budget is divided into Part I 'Standing Sanctions' or items which have already received the approval of the Legislative Council, and Part II 'New schemes' which have yet to go before it. In the case of the former, while there is much calculation and adjustment of detail, there is no question of policy to be considered, while the latter involve the consideration of matters of policy sometimes from quite a number of points of view. The

estimates for 'Standing Sanctions,' in the case of both reserved and transferred departments, go through the processes of examination by the Secretariat and are subjected to financial scrutiny; and the estimates, as revised by the Finance department, are placed by major heads before the Finance Committee with a note explaining any variations in the total figures and any changes in classification from year to year. No changes have so far been insisted on by the Finance Committee in Part I of the estimates. The recommendations of the Finance Committee in regard to Part II schemes are made in a classified form in the following order:—

(1) schemes which are essential to the carrying on of the administration;

(2) those that are very urgently necessary;

(3) those that it is advisable to put into effect as soon as funds are available; and

(4) schemes that the Committee do not recommend.

For this purpose the Committee sits continuously for about a week at the beginning of January.

40. But besides its work in connexion with the budget, the Committee has also to consider any schemes involving new expenditure which the Government may desire to introduce in the course of the year either by reappropriation of funds already voted by the Council or by means of a demand for a supplementary grant. Thus a meeting of the Committee may be called at any time throughout the year. The number of days on which the Committee has met in each financial year has been as follows:—

Year.	In connexion with the budget.	Otherwise.	Total.
1921–22	... 20	3	23
1922–23	... 26	4	30
1923–24	... 21	1	22
1924–25	... 3	17	20
1925–26	... 6	15	21
1926–27	... 5	6	11
1927–28	.. 6	11	17

The number of schemes placed before the Committee is shown below :—

Year.	Number of schemes considered in connexion with the Budget.			Number of schemes considered at other meetings.			Grand total.
	Reserved subjects.	Transferred subjects.	Total.	Reserved subjects.	Transferred subjects.	Total.	
1921-22 ..	..	..	..	64	43	107	107
1922-23 ..	51	122	173	56	30	86	259
1923-24 ..	73	225	298	32	62	94	392
1924-25 ..	69	169	238	46	62	108	346
1925-26 ..	104	240	344	55	124	179	523
1926-27 ..	93	286	379	38	47	85	464
1927-28 ..	170	335	505	64	105	169	674
Total ..	560	1,377	1,937	355	473	828	2,765

and the Committee has classified the 1937 Budget schemes as follows :—

Year.	Class I.			Class II.			Class III			Class IV.		
	Reserved subjects.	Transferred subjects.	Total.	Reserved subjects.	Transferred subjects.	Total.	Reserved subjects.	Transferred subjects.	Total.	Reserved subjects.	Transferred subjects.	Total.
1921-22 ..	(No classification was made in 1921-22.)											
1922-23 ..	25	43	68	10	26	36	12	39	51	4	14	18
1923-24 ..	11	18	29	34	77	111	20	93	113	8	37	45
1924-25 ..	1	..	1	35	67	102	29	97	126	4	5	9
1925-26 ..	..	..	..	94	187	281	6	44	50	4	9	13
1926-27 ..	3	6	9	85	231	316	1	19	20	4	30	34
1927-28 ..	..	..	..	159	296	455	4	10	14	7	29	36
Total ..	40	67	107	417	884	1,301	72	302	374	31	124	155

The total immediate and ultimate cost of the various schemes is shown in the statements below:—

Year.	Cost of schemes considered in connexion with the Budget.					
	Reserved.		Transferred.		Total.	
	Immediate.	Ultimate.	Immediate.	Ultimate.	Immediate.	Ultimate.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.
1921-22			(Not available.)			
1922-23	16·24	34·97	96·16	207·28	112·40	242·25
1923-24	23·50	42·66	45·53	91·72	69·03	134·38
1924-25	14·99	37·49	40·00	106·70	54·99	144·19
1925-26	26·52	45·76	62·30	124·13	88·82	169·89
1926-27	15·48	42·73	96·14	259·61	111·62	302·34
1927-28	18·91	30·61	132·09	279·50	151·00	310·11

Year.	Cost of other schemes.					
	Reserved.		Transferred.		Total.	
	Immediate.	Ultimate.	Immediate.	Ultimate.	Immediate.	Ultimate.
	(8)	(9)	(10)	(11)	(12)	(13)
	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS. RS.	LAKHS RS.	LAKHS. RS.
1921-22	141·23	..	24·43	..	165·66	..
1922-23	29·69	..	7·17	..	36·86	..
1923-24	5·60	..	19·16	..	24·76	..
1924-25	42·87	59·72	17·17	20·16	60·04	79·88
1925-26	19·21	19·78	48·61	59·71	67·82	79·49
1926-27	5·57	7·11	10·31	11·10	15·88	18·21
1927-28	31·20	38·86	43·66	78·30	74·86	117·16

And the following statement shows for reserved and transferred subjects separately the percentage of the Budget schemes which have been placed in each class:—

		Reserved.	Transferred.
Total number of schemes.	1,937.	560.	1,337.
Total cost	Rs. 1,303·16 lakhs.	Rs. 234·22 lakhs.	Rs. 1,068·94 lakhs.

	Percentage of number of schemes placed in		Percentage of total cost of schemes in each class.	
	Reserved.	Transferred.	Reserved.	Transferred.
Class I	7·1	4·9	10·5	7·0
Class II	7·45	64·2	64·9	64·3
Class III	12·9	21·9	17·4	14·0
Class IV	5·5	9·0	7·2	14·7

Apart from schemes involving new expenditure the following important matters were referred to the Finance Committee in 1927–28:—

(1) Possible sources of revenue to compensate for the loss of excise revenue consequent on the introduction of a system of prohibition.

(2) The use of the resources made available by the remission of the Provincial contributions since 1925–26.

In connection with the second reference the Committee expressed its intention of exploring the possibility of reducing the present rates of stamp duty and court-fees.

41. Besides the above two committees, which are mainly composed of members elected by the Legislative Council, there are Standing Committees in various departments appointed wholly by the Government, but including a majority or comprising a considerable number of non-official members of the Legislative Council, whose assistance and co-operation the Executive Government wish to secure in the administration of the various departments. The following Standing Committees may be mentioned in this connection:—

(1) The Road Board as first constituted in May 1921 consisted of fifteen members, of whom seven were non-official members of the Legislative Council. The present strength of the Board is seventeen. It is a Standing Advisory Committee and has been constituted to advise the Government in matters relating to roads. The non-official members of the Board hold office for two years from the date of their appointment. The present Board was constituted in 1926 and includes seven non-official members of the Legislative Council.

(2) *The Standing Advisory Committee for Excise Administration.*—There were eleven members, of whom nine were non-official members of the Legislative Council, with the Hon'ble the Minister in charge of Excise as their President. A resolution moved in the Council by Rao Bahadur A. S. Krishna Rao Pantulu on 3rd August 1921 to the effect that a special Excise Committee should be appointed was modified by the unanimous consent of the House into a resolution that the Standing Committee to be attached to the Excise department be required to investigate and suggest means of improving the excise administration of the Presidency. The committee prepared a questionnaire on prohibition and local option and sent it to selected officials and non-officials to be answered. The answers received were duly examined and a number of witnesses were also selected for oral examination. At this stage, the work of the committee was interrupted by the dissolution of the Legislative Council, and a new committee, appointed after the elections of October 1923, constituted in January 1924 took up the examination of the subject commenced by its predecessor, and completed its report in October 1925. The committee did not recommend any departure from the excise policy which was then being followed by the Government. The constructive proposals of the committee were for the formation of

(*a*) licensing boards with non-official majorities in municipalities with a population of above 50,000,

(*b*) a licensing board with wider powers for the City of Madras, and

(*c*) Advisory Committees with non-official majorities for rural areas including the smaller municipalities. These proposals—slightly modified in respect of details connected with the actual working of the scheme—were accepted by the Government.

The committee ceased to exist on the dissolution of the Legislative Council in 1926. A new committee was constituted in October 1927 but has not yet met.

(3) The Agency Advisory Committee consisting of nine members, of whom six were non-official members of the Legislative Council, had as its President the Hon'ble the Home Member. It was appointed in October 1921 to advise the Government in regard to Agency administration. The committee met from time to time to advise the Government on various questions, chiefly in regard to the budget. The committee's opinion was generally accepted and acted on. It ceased to exist on the abolition, in October 1923, of the Agency division.

(4) The Forest Committee had at first ten members, of whom eight were non-official members of the Legislative Council; it was presided over by the Hon'ble the Home Member. It was appointed in October 1921, and its functions were advisory. It was reconstituted in December 1923 with twelve members, including the

President, of whom nine were non-officials. It ceased to function on the dissolution of the last Legislative Council.

(5) The Standing Committee on Education and Registration was first constituted with eight members, of whom seven were non-official members of the Legislative Council; the President was the Hon'ble the Minister in charge of Education and Registration. The committee was appointed on 5th November 1921, and was reconstituted in December 1923 with eleven members, of whom ten were non-official members of the Legislative Council. Since May 1927, two separate committees have been appointed, one for Education and the other for Registration. The Hon'ble the Minister for Education is the President of the Committee for Education and the Hon'ble the Minister in charge of the Registration department is the President of the Registration Committee. The Education Committee consists of nine members, eight of whom are non-official members of the Legislative Council; the ninth, the Secretary to Government in the Law and Education department, is an ex officio member. The Registration Committee has six members, of whom five are non-official members of the Legislative Council and the sixth, the Secretary to Government in the Law and Education department, is an ex officio member.

(6) The Industries and Fisheries Committee was first appointed in 1921 and was reconstituted in 1924 after the elections of 1923. It consisted of twelve members, of whom eleven (including the Council Secretary to the Minister), were non-official members of the Legislative Council; the President was the Hon'ble the Minister in charge of Industries. Separate committees for Industries and Fisheries have now been constituted. The Industries Committee is presided over by the Hon'ble the Minister for Development and five out of its six members are non-official members of the Legislative Council. The Fisheries Committee has eight members, of whom seven are non-official members of the Legislative Council, and the Hon'ble the Minister for Public Health is its President. The functions of the committees are advisory.

(7) The Agriculture and Co-operation Committee consisting of twelve members, of whom eleven were non-official members of the Legislative Council, was appointed in November 1921, its functions being advisory. It was reconstituted in March 1924, and the Veterinary and Co-operative departments were included in its sphere. Since March 1927 two separate committees have been constituted, one for the Agricultural and Veterinary departments and the other for the Co-operative department. The Hon'ble the Minister for Development is the President of both the committees. The Agricultural and Veterinary Committee consists of five and the Co-operation Committee of six non-official members of the Legislative Council, while the Secretary to Government in the Development department is an ex officio member of both committees. The Director of Agriculture and

the Veterinary Adviser attend meetings of the Agricultural and Veterinary Committee, and the Registrar of Co-operative Societies attends those of the Co-operation Committee. The Minister may nominate to either committee temporarily local members for the discussion of local subjects. The functions of both committees are advisory.

(8) The Public Works Advisory Committee, consisting of ten members, of whom nine were non-official members of the Council, with the Minister in charge of Public Works as Chairman, was appointed in November 1921. The committee was reconstituted in January 1924, and again in December 1927. The present committee consists of the Minister in charge of Public Works, the Secretary to Government and five non-official members of the Legislative Council. Its functions are advisory.

(9) The Consultative Council of Public Health with twenty-one members, of whom eight were members of the Legislative Council and presidents of district boards, was appointed in January 1921, in order to maintain touch with non-official opinion both as regards the general principles of health policy and as regards such board questions as might from time to time arise concerning medical relief, preventive medicine and medical education. This council was dissolved on the formation of the Advisory Committee for Public Health to be mentioned next.

(10) The Advisory Committee for Public Health, ten out of eleven members of which were non-official members of the Legislative Council, was appointed in February 1922. After the elections of 1923, the committee was reconstituted, seven of the eleven members being non-official members of the Legislative Council. It was again reconstituted after the elections of 1926 with the Hon'ble the Minister for Public Health as President, nine out of the remaining thirteen members being non-official members of the Legislative Council.

(11) The Advisory Committee for Local and Municipal Administration with eleven members, of whom ten were non-official members of the Legislative Council, appointed in February 1922, was reconstituted after the elections of 1923 with ten non-official members out of twelve and again after the elections of 1926, with the Hon'ble the Minister for Education and Local Self-Government as President, eight out of the remaining nine members being non-official members of the Legislative Council.

(12) An Advisory Committee for Hindu Religious Endowments was constituted in May 1927 with the Hon'ble the Minister for Development as President, four non-official members of the Legislative Council and the President of the Hindu Religious Endowments Board as members and the Secretary in the Local Self-Government department as an ex officio member and Secretary to the committee. Since its original constitution the committee has been enlarged by the addition of seven more non-official members of the Legislative Council.

(13) The Depressed Classes Advisory Committee was first appointed in 1923 with the Hon'ble the Home Member as President; it included five non-official members of the Legislative Council, chiefly belonging to the depressed classes, and the Commissioner of Labour and the Secretary to Government, Law department. In January 1926, two more non-official members of the Legislative Council were appointed as members of the committee. The committee was reconstituted in May 1927, the number of non-official members of the Legislative Council being six.

The members of these committees have so far been nominated by the Government from the various sections of the Legislative Council. During the budget debates of 1927, a token motion for the reduction of the provision for provincial Legislative Council was carried with the object of suggesting to the Government that the members of the committees should be elected by the Legislative Council as in the case of the Public Accounts Committee and the Finance Committee. The Government undertook to consider the suggestion but have not adopted it.

42. The number of departmental committees appointed by the Government for special purposes is naturally very large and it is perhaps unnecessary to specify those composed solely or mainly of officials. The following are instances in which the Government have *proprio motu* included in their departmental committees a substantial number of non-official members of the Legislative Council:—

(1) The Madras Disturbances Committee consisting of three members, of whom two were members of the Legislative Council, with the Hon'ble Justice Sir William Ayling, Officiating Chief Justice of the Madras High Court, as its President, was appointed in July 1921, to enquire into and report on the disturbances in the Perambur division of the Madras City on or after the 29th June 1921, and the measures taken to restore order. The report of the committee justified the action taken by the police and the military and it was laid before the Council and the public for information.

(2) The Local Loans Fund Committee had seven members, of whom three were non-official members of the Legislative Council and was appointed in June 1921, to examine proposals to constitute a local loans fund. The majority of the committee reported that the constitution of a separate local loans fund was unnecessary and that the conditions required for the successful working of such a fund were non-existent. The Government concurred in this view and dropped the proposal.

(3) The Light Railways Committee, four out of eight members of which were members of the Legislative Council (non-official presidents of district boards), was appointed in August 1922 to consider and prepare a note for the use of district boards on the construction and management of light railways. Orders on the

committee's report were deferred pending receipt of a communication from the Government of India as to their policy in respect of District Board railways; in view of the present policy of the Government of India that all branch and feeder lines should be constructed by the Railway Board from programme funds, no action was taken on the committee's report.

(4) The Leather Industries Committee, with ten members, of whom six were non-official members of the Legislative Council was appointed in January 1923. Orders were passed on the committee's report in November 1924, following generally the recommendations of the committee.

(5) The Quinine Committee, consisting of three officials and an auditor deputed by Messrs. Fraser & Ross, was constituted in May 1924. Orders have since been passed on the committee's report generally accepting the recommendations of the committee.

(6) The Public Works Department Inquiry Committee, with eight members, of whom two were non-official members of the Legislative Council appointed in April 1923 to consider the present system of execution of works and accounting in the Public Works department, and to make suggestions for simplifying and improving it with a view to secure economy in construction as well as in establishment charges. The committee's report has been received and the Government have passed orders accepting most of its recommendations.

(7) An Educational Conference attended by eight members, of whom six were non-official members of the Legislative Council, was called by the Hon'ble the Minister for Education in May and June 1923. The most important of the recommendations made by the conference related to the introduction of universal elementary education in the Presidency within a specified number of years. After this question had been investigated by an officer placed on special duty for the purpose, the Government issued orders for the institution of an educational survey by taluks, with a view to ascertain places already provided with elementary schools and the villages in each local area that have still to be provided with such schools. On most of the other recommendations of the conference, the Government have passed orders generally accepting them. The elementary education survey was completed in 1924–25 and a report was submitted to Government. This report forms the basis of the expansion of elementary education and the opening of new schools in centres where they are needed.

Conferences were again assembled by the Hon'ble the Minister for Education at Madras (1) in July 1924, consisting of seventeen members, of whom ten were non-official members of the Legislative Council and (2) in August 1924, consisting of missionaries and teacher-managers only. The most important of the recommendations made by these conferences related to a thorough revision of

the Madras Elementary Education Act, 1920. A draft bill was prepared in 1924 to revise the Act, but it was dropped. The question of amending the Act is now again under consideration, and a Special Officer of the Indian Educational Service is examining it.

(8) Among other matters of less general interest which have been reported on by committees or conferences may be mentioned the question of certain level crossings over the South Indian and Madras and Southern Mahratta Railways in the City of Madras; the alignment of the Gadwal-Kurnool Railway and the question of the sinking of wells in the Palar river for supplying drinking water to the Katpadi Railway station on the Madras and Southern Mahratta Railway. In all these cases, a considerable number of non-official representatives of the public were appointed on the committees. As regards the first two topics, recommendations have been forwarded to the Railway Board, but no final decision has yet been arrived at in regard to the level crossings except in the case of the one at Elephant Gate where the Madras and Southern Mahratta Railway Company have agreed to bear the entire cost of the overbridge as a special case. In regard to the alignment of the Gadwal-Kurnool Railway, the majority report of the committee has been accepted by the Government subject to certain conditions, and preparations are in progress for the construction of the railway. In the case of the last-mentioned item, orders were issued in March 1925 generally accepting the recommendations of the committee.

(9) In 1923 two departmental committees were appointed, one to examine the best means of making the Law College a true centre of legal culture and study and the other to report on the question of raising the Victoria College at Palghat from the second to first grade. The report of the Law College Reorganization Committee was received in 1924 and orders were passed accepting most of the recommendations of the committee. In pursuance of the recommendation of the committee relating to the Government Victoria College, Palghat, the College was raised to the first grade with effect from the academic year 1925–26.

(10) In February 1924 a departmental committee was appointed to report on the future status of the Madras City and Subarban Town-Planning Trust. Orders on the report of this committee have been deferred pending the amendment of the Madras Town-Planning Act, 1920, which is now under consideration.

(11) A special trunk road committee was appointed in 1926 to examine whether the list of trunk roads maintained by district boards required revision and whether any change was necessary in the principles governing the distribution of the grants for their maintenance. The committee confined its recommendations to certain minor aspects of the question and its recommendations on these points have been accepted.

(12) In March 1926, a committee was appointed to report on the position to be occupied by village panchayats in the concatenation of local bodies, and on certain proposals regarding the constitution and working of district boards. The committee arrived at preliminary conclusions on which the opinions of certain Collectors were invited. These have been received and are under consideration in connection with the amendment of the Local Boards Act.

(13) The Marina Hospital Committee was constituted in November 1922 to examine plans and to advise on the financial and other details of the combined scheme for the establishment of a medical school and hospital for women, a children's hospital and a Victory Hall on the Marina at Madras. The proposal to build a hospital and medical school for women on the Marina has been dropped. The subscribers to the Victory Hall Fund now wish to erect a War Memorial independently of any other scheme, and the funds of the Victory Hall Committee have been transferred to trustees appointed by the subscribers to that Fund. The funds remaining in the hands of the Marina Hospital Committee will shortly be transferred to the Government for the maintenance of a bed in the children's ward of the Victoria Caste and Gosha Hospital and on this transfer being effected the Marina Hospital Committee will cease to exist.

(14) In 1925 a committee consisting of the President of the Hindu Religious Endowments Board, the Advocate-General, the Registrar-General of Panchayats and three non-officials was appointed to draft rules under the Madras Hindu Religious Endowment Act, 1923. The rules so drafted have with such modifications as were deemed necessary been issued by the Government.

(15) In July 1926 the Government appointed a committee of four members, including two non-official members of the Legislative Council, to enquire into the causes of the high mortality in the City of Madras. The committee reported in June 1927 and the Government have passed orders on its report.

(16) In 1924 the Government appointed a committee of seven members, including three non-official members of the Legislative Council, to enquire into the possibility of co-ordinating the work executed in the Public Works Workshops in such a way as to secure economy and efficiency. The committee made its report in January and the Government passed orders in June 1926.

(17) A committee consisting of two officials and two non-officials was constituted by the Government in March 1928 to investigate the causes of the high consumption of opium in the East Godavari district.

(18) In 1926 a committee consisting of two officials and two non-officials was appointed by the Government to enquire into the organization of the work of the High Court. The committee reported in May 1926 and the Government accepted most of its recommendations.

(19) In 1922 the Government appointed a committee consisting of officials and non-officials to advise on the improvement of elementary education among the Mappillas of Malabar. The committee reported in December 1922 and the Government passed orders on its report in March 1923. As a result of the committee's report elementary education has been made compulsory for boys in certain parts of the Mappilla country, a training school for Mappilla teachers has been raised to the higher elementary grade.

(20) In 1926 the Government appointed a committee consisting of four non-officials with the Director of Public Instruction as Chairman to consider certain questions connected with the Widows' Hostel attached to the Lady Willingdon Training College. The committee reported in September 1926 and the Government passed orders in January 1927 accepting most of the suggestions made by the committee.

(21) In 1925 the Government appointed a committee of officials and non-officials to consider the general question of the reorganization of secondary education. The committee made its report in April 1927 and the Government are still considering it.

43. Committees have also been appointed by Government to frame projects of legislations or assist in framing rules and orders.

(1) The Land Revenue Settlement Bill Committee consisted of fifteen members, of whom seven were non-official members of the Legislative Council, and the president was the Hon'ble the Revenue Member. The committee was appointed by the Government in April 1921 to make recommendations as to the lines on which a Bill defining the principles of the land revenue settlement should be drafted. The majority of the non-official members of the committee recommended a permanent settlement of the ryotwari tracts, but the committee, as a whole, objected to such a measure and drafted a Bill following the existing settlement procedure, with the modification that the proposals for each settlement should be placed before the Legislative Council. The Government did not accept this recommendation which would make each scheme of settlement practically a taxation Bill; and they put forward certain alternative suggestions for the consideration of the Government of India and the Secretary of State. The Government of India in reply pointed out the inexpediency of legislating on the lines of a permanent settlement at the present moment, and also disapproved of the suggestion made by this Government as to an income-tax on income derived from land. They asked the Madras Government to reconsider the position in the light of their remarks. The Land Revenue Settlement Bill as finally drafted with the approval of the Government of India was introduced in the Legislative Council in March 1924, but was rejected by that body. A redraft of the Bill has been published in 1927, but has met with general hostile criticism mainly on the

ground that it does not give the Legislative Council the power to fix the rates of assessment. The Government is not therefore likely to proceed with it.

(2) The Religious Endowments Act (Amendment) Bill Committee consisting of twelve members, of whom eight were non-official members of the Legislative Council, was appointed in November 1921, to suggest amendments and alterations in the existing Act and to consider the principles on which a new Bill should be drafted. The recommendations of the committee were taken into consideration before the Bill was introduced into the Legislative Council.

(3) A committee was appointed in November 1921 to draw up a set of draft rules under the Madras Village Panchayat Act, 1920. This consisted of eight members, of whom five were non-official members of the Legislative Council. The Chairman was Rao Bahadur C. V. S. Narasimharaju, M.L.C. (non-official). The draft rules drawn up by the committee were approved by Government in January 1922.

(4) A committee was appointed in February 1923 to frame rules under the Madras State Aid to Industries Act, 1923. This committee consisted of ten members, of whom six were non-official members of the Legislative Council. The rules framed by the committee were approved by the Government.

(5) The Irrigation Bill Committee consisting of seventeen members, of whom twelve were non-official members of the Legislative Council, was convened by Government in May 1923 to consider the terms upon which the Irrigation Bill which had been rejected by the Council in January 1923 should be redrafted. The committee sat for a week in May 1923. Its recommendations having been duly considered by the Government, an amended Bill was introduced in the Legislative Council, and referred to a Select Committee. The Select Committee made far-reaching changes in the Bill. The Bill was passed by the Council, which made further changes in it before passing it: but as some of the provisions in the Bill as passed by the Council were unacceptable to the Madras Government and the Government of India, it was returned to the Council to consider certain amendments. On the dissolution of the Council, the Bill lapsed.

(6) A committee of seven members of whom five were non-officials was appointed in March 1924 to draw up a Bill to regulate apprenticeship in the Madras Presidency. The report of the committee was submitted to Government in January 1925. After careful consideration, the Government decided that the time was not yet ripe for the introduction of legislation on the lines recommended by the committee.

(7) An Estates Land Act Amendment Committee was appointed in 1924 to examine suggestions received for the amendment of some of the provisions of the existing Act and to suggest further alterations and amendments in the Act.

(8) In 1926 the Government appointed a committee consisting of five members, two of whom were members of the Legislative Council to report on the extent to which "bucket shops" were prevalent in the City of Madras and its neighbourhood and whether it was desirable to introduce legislation to suppress them, and if so what form the legislation should take. On consideration of the committee's report the Government decided to introduce legislation to suppress bucket shops in the whole Presidency of Madras. A Bill has accordingly been drafted and is now under consideration.

(9) In 1927, the Government appointed a committee to enquire and report on the disabilities which press hard upon tenants in Malabar and on the best methods of remedying such disabilities as exist and to suggest means to secure to the tenants fixity of tenure and security from arbitrary evictions. The committee has also been required to prepare a draft of a Bill necessary to give effect to its recommendations. The committee has just reported.

44. Committees have also been appointed in pursuance of resolutions or interpellations in the Legislative Council.

(1) The most important committee to be described under this head is the Retrenchment Committee, with its subsidiary committees in different departments. By a resolution of the House, dated 16th September 1922, the Finance Committee was constituted a Retrenchment Committee, and it was assisted in its work by the following subsidiary committees:—

(*a*) The Judicial Retrenchment Committee, consisting of four members of whom two were non-official members of the Legislative Council, was appointed in June 1923: this committee submitted a final report, on which action was taken by the Government. The recommendations of the committee were accepted in most cases.

(*b*) The Survey and Settlement Retrenchment Committee consisted of twelve members, of whom six were non-official members of the Legislative Council; it was appointed to advise on the cheapest system of survey and settlement. Certain specific questions were put before the committee. The Board of Revenue was asked to submit proposals for giving effect to the decisions of the committee and orders have since been passed by the Government on this subject.

(*c*) The Land Revenue Retrenchment Committee, on which there were fourteen members, of whom ten were non-official members of the Legislative Council, was appointed to examine the possibility of simplifying the system of land revenue administration and to propose alterations in the volume and nature of the work entrusted to the district officers in the maintenance of statistical and revenue accounts. The committee made certain proposals. A special officer was appointed by the Government to examine and report upon these proposals. After considering his report, it was eventually decided that no alteration in the principles of

the present system was practicable but that the possibility of reducing the number of accounts and reports should be further examined.

(*d*) The Medical and Public Health Retrenchment Committee consisted of eight members, of whom two were non-official members of the Legislative Council. Most of its recommendations have been adopted by Government.

(*e*) The Veterinary and Agricultural Retrenchment Committee consisting of nine members, of whom five were non-official members of the Legislative Council, was appointed to review the whole expenditure in the two departments; the report of the committee was duly submitted and orders were passed accepting generally the recommendations of the committee.

(*f*) The Police Committee with eight members was appointed in January 1923. The committee in its report reviewed various important questions connected with Police administration and their principal proposal in the direction of retrenchment was directed to the reduction of about 2,000 constables of the District Police. This proposal was accepted by Government.

(2) The Committee for the Revision of Salaries of Non-Gazetted Officers, appointed in pursuance of a resolution of the Council passed in February 1921, consisted of eight non-official members of the Legislative Council. The committee sent in a report in March 1921; its recommendation regarding the raising of the minimum pay of clerks was given effect to at an additional cost of Rs. 3·50 lakhs a year.

(3) The Board of Revenue Reorganization Committee consisted of eleven members, of whom six were non-official members of the Legislative Council; it was appointed in April 1921, with reference to a resolution in the Council passed in February 1921, to enquire into the feasibility of replacing the Board of Revenue by such alternative agencies as might be required in order to carry on the administration with economy and at the same time without loss of efficiency. The committee's recommendations were that the Commissioner of Income-tax should cease to be a Member of the Board, which should thereafter consist of three members only; that the Land Revenue and Settlement departments of the Board should be combined under a single Secretary with two Assistant Secretaries; and that the Board's office establishment should be curtailed: effect was given to these proposals.

(4) The Famine Code Revision Committee with nine members, of whom three were non-official members of the Legislative Council, was appointed in August 1921, in pursuance of a resolution in the Council, to revise the provisions of the Famine Code of 1914, after enquiry regarding wages and allowances. The committee suggested various amendments to the Famine Code and orders were passed in June 1923 accepting the recommendations in most cases.

(5) The Education Reorganization Committee consisted of thirty-two members, of whom twenty-one were non-officials, including several members of the Legislative Council. This committee was appointed in pursuance of a resolution carried in the Legislative Council in September 1921. The committee made numerous recommendations having an important bearing on secondary and intermediate education and its report was published in February 1923. Before passing orders on the recommendations of the committee, the Government considered it necessary to refer the question of the reorganization of secondary education in particular to another committee of officials and non-officials. This committee has recently submitted its report which is under consideration.

(6) In consequence of a resolution moved in the Council in September 1921, a committee was appointed to examine certain matters connected with the establishment of an Andhra University. It consisted of twenty-one members, mostly members of the Legislative Council, the Director of Public Instruction being the only official member. The committee's report was published in December 1922 and an Act has been passed by the Legislative Council constituting an university for the Telugu districts of the Madras Presidency. The university was brought into existence on 26th April 1926.

(7) On a suggestion made in the Legislative Council during the discussion of the Educational Budget for 1926–27, the Government appointed in May 1926 a committee consisting mostly of non-officials to investigate the necessity for a university for the Tamil districts and other matters connected therewith. The report of the committee is awaited.

(8) A Committee on the School of Arts was appointed in pursuance of a resolution in the Council, dated 2nd September 1921, to examine the whole question of the present working of the Madras School of Arts and to submit proposals as to the lines on which reorganization should proceed. It consisted of eleven members, of whom five were non-official members of the Legislative Council. The committee submitted its report and orders were passed in February 1923 generally accepting the recommendations of the Committee.

(9) In pursuance of an undertaking given by the Minister for Local Self-Government, in answer to a question in the Council, and to a resolution moved in the Council in February 1921, a Committee on the Indigenous Systems of Medicine was appointed in October 1921. It consisted of ten members, of whom four were non-official members of the Legislative Council. The chairman of the committee was a non-official member of the Legislative Council. The committee was asked to report on the question of the recognition and encouragement of indigenous systems of medicine. Its report was reviewed by a special committee appointed by the Government. The Government, after carefully considering the recommendations of these two committees, decided to accept

their recommendations for the establishment of a School of Indian Medicine in Madras. The school was accordingly opened in January 1925. It provides instruction in the three systems of Indian Medicine practised in this Presidency, viz., Ayurveda, Siddha and Unani, and also in such subjects as Modern Anatomy, Physiology and Surgery in all its branches. An out-patient dispensary and a hospital have also been opened as an adjunct to the school in order to provide clinical instruction to the students undergoing training in the school. The Government in 1927 appointed a committee to advise on all matters connected with the School of Indian Medicine and the hospital attached to it. The committee consists of twelve members.

(10) In pursuance of an undertaking given by the Government in the Legislative Council in November 1921, a Water-rate Committee consisting of eight members, of whom five were non-official members of the Legislative Council, was appointed in February 1922, to advise the Government on various matters connected with the levy of water-cess. The recommendations of the committee are still under the consideration of the Government.

(11) A Committee on Industrial and Technical Education was appointed in April 1922 in pursuance of an undertaking given by the Government in the Legislative Council in November 1921. It consisted of nineteen members, of whom nine were non-official members of the Legislative Council. The committee enquired into the present equipment of the Presidency in the matter of industrial and technical education and drew up a comprehensive scheme. The committee's report, which is of considerable size, was published in April 1923, and orders generally accepting the recommendations contained in the report were issued in November 1924.

(12) A committee consisting of fourteen members, of whom seven were non-official members of the Legislative Council, was appointed by Government in February 1923 in pursuance of a resolution of the Legislative Council passed in September 1922, to report on the separation of the judicial and executive functions. The committee submitted its report, which was laid before the Legislative Council during the March Session of 1924, with a statement of the views of the Government on the report. The Council recommended the adoption of the majority report of the committee. In March 1924, the Government of India intimated that no action should be taken on the question of the separation of judicial and executive functions pending their orders on the matter which was under their consideration. These orders are accordingly awaited.

(13) The Srirangam Temple Committee was appointed with reference to a resolution in the Legislative Council passed on 26th February 1923 to examine the necessity for repairs to the temple at Srirangam from the points of view of safety, archæological interest and sanitary requirements. The committee consisted of

five members, of whom one was a non-official member of the Legislative Council; it collected the information which was laid on the table of the Legislative Council.

(14) A committee to inquire into the drainage and irrigation of the Cauvery delta appointed in pursuance of a resolution in the Legislative Council, dated 19th February 1921, consisted of five members, of whom two were non-official members of the Legislative Council. The committee submitted its report and orders were issued in March 1926 generally accepting the recommendations of the committee.

(15) A committee, consisting entirely of non-officials, was appointed in June 1925 in pursuance of a resolution in the Legislative Council passed on 5th February 1925 to review the conditions of irrigation in the Ceded districts and to advise the Government whether any small schemes are worth further investigation or whether it is desirable to concentrate on big schemes such as the Tungabhadra. The committee submitted its final report in February 1926 and orders thereon were issued in December 1926. The committee's recommendation for the reinvestigation of the Tungabhadra scheme was accepted; some other recommendations were referred to the local officers for report and some others were rejected.

(16) In pursuance of an undertaking given by the Hon'ble the Law Member in the Legislative Council in August 1924 a committee was appointed in September 1924 to consider certain details relating to the location of the irrigated areas and distributaries under the Cauvery (Mettur) reservoir. Orders were issued on the proceedings of the committee in December 1926 negativing most of its recommendations.

(17) Three Forest Committees to consider and report on forest grievances in the districts of Coimbatore, Chittoor and Kurnool were appointed in pursuance of resolutions of the Legislative Council passed in August 1921 and February 1923. The members of the committees were mainly non-official members of the Legislative Council.

The recommendations of the Coimbatore and Chittoor Committees were in the main accepted by Government. Certain grazing concessions granted in pursuance of the recommendations of the Chittoor Committee have as the result of experience since been largely withdrawn. The report of the Kurnool Committee was also received and orders were passed in 1925 accepting a few of its recommendations.

(18) A committee was appointed in February 1923 in pursuance of a resolution of the Legislative Council, passed in August 1920, to examine the schemes drawn up for the improvement of the condition of the Cooum river in Madras. The report of the committee has been considered by the Government, and work on the improvement of the river is now being executed.

(19) In 1921 a resolution was moved in the Legislative Council recommending that 50 per cent of the seats allotted at

the different Government and aided colleges be reserved for non-Brahman Hindus, Muhammadans and Christians. Upon an assurance being given by the Education Minister that the matter had repeatedly been considered by the Government who contemplated that in the matter of admissions the principals of colleges should be assisted in the matter of selection of students by a committee which would go into the matter impartially with the view to a fair distribution of the available educational facilities among different classes and castes, the resolution was withdrawn. In pursuance of the assurance of the Education Minister, committees have been constituted for all Government colleges, both arts and professional, under the Education department. The committees consist of four members in each case, in addition to the principal of the college, the personnel being usually so constituted as to include adequate representation of all classes. In pursuance of the same policy and in connection with a Legisaltive Council question on the subject, Selection Committees have been appointed in the Development department to deal with the admission of students to the Veterinary College and the Agricultural College. A Selection Committee has also been appointed to regulate the admission of students to the Fisheries Training Institute, Calicut. As regards the Forest College, since admissions are at present confined almost entirely to subordinates employed already in the department, no Selection Committee for the appointment of candidates has yet been created. A Selection Committee has been appointed for the Medical Colleges at Madras and Vizagapatam.

(20) In pursuance of a recommendation of the Retrenchment Committee the Government appointed in 1923 committees in each district consisting of the President of the district board as chairman, with a membership including the Collector, the presidents of all taluk boards in the district and the Treasury Deputy Collector (1) to investigate the financial position of all local bodies in the district, (2) to frame so far as possible a normal budget for each local body, (3) to fix a suitable figure in each case as the minimum closing balance, (4) to make enquiries into the possibilities of retrenchment in expenditure of these bodies whether on establishments, works or contingencies and (5) to consider the question of disestablishment of local bodies, the revenues of which are largely absorbed in the cost of their establishments. District Retrenchment Committees have accordingly framed for each local body normal budget estimates which have been approved by Government. In a few cases revision has been found necessary on account of the division of a local board or other unforseen circumstances.

(21) In pursuance of a resolution of the Retrenchment Committee, a committee consisting of the Superintendent of Stationery, the Assistant Superintendent of Stationery and the commercial accountants to the Government was appointed in 1923 to

inquire into the system of accounts maintained in the Stationery office and other matters connected with the administration of the Stationery department. The Government have passed orders on the report and the general conclusion arrived at was that the system of accounts existing in the Stationery office was simple and logical and did not need revision.

(22) In pursuance of a recommendation of the Retrenchment Committee, a committee consisting of the Superintendent of Stationery and Stamps and two non-official members of the Legislative Council was appointed in August 1923 to investigate certain questions connected with the manufacture and the design of the copy-stamp papers used in this Presidency. The committee's report was received in December 1923 and the Government have passed orders upon it.

(23) In June 1927 the Government appointed in pursuance of an undertaking given to the Legislative Council a committee of officials and non-officials to consider and report on the several irrigation projects which had from time to time been investigated in the district of Ganjam. The report is still awaited.

(24) As a result of the debate on an adjournment motion in the Legislative Council the Government in 1927 appointed a committee of officials and non-officials to examine the various problems involved in the question of increasing the supply of water to the City of Madras. The committee has not yet completed its deliberations.

(25) In 1925 the Government appointed a committee consisting of nine non-officials to consider the working of the rules for the recruitment of candidates for the public service with special reference to the representation of communities which have not secured a due share of appointments. The committee has not yet reported.

(26) In 1927 influenced partly by resolutions of the Legislative Council, partly by the local press, and partly by a resolution of the 14th Madras Provincial Co-operative Conference, the Government appointed a committee to enquire into the present state of the co-operative movement in Madras and to suggest suitable measures to secure such improvements as might be necessary. The committee has made its report which is being considered by the Government.

(27) In pursuance of a resolution passed by the Council in 1925 the Government in 1926 appointed a committee to investigate the problem of unemployment among the educated middle classes. The committee reported in 1927 and the Government have passed orders on its report.

5. General.

45. In laying down the conventions of procedure which lie outside the Act, rules and standing orders, but which rank next after these in value and importance and in regulating the relations

between the Council and the Government, the lead is naturally taken by the President of the Council, as well as by the Governor, as the head of both the Council and the dyarchic Government. In the speeches addressed by His Excellency the Governor to the Council and in the rulings of the President from the chair a steady, if gradual, approach has been made towards the establishment of such conventions on a lasting basis. To illustrate this aspect of the matter and also to show how far the attempt to engraft parliamentary practice on the Council has been successful, a list of the principal rulings of the President is given at the end of this paragraph. How far the policy of the Government can be made the subject of discussion when voting grants, whether the non-votable items in the budget can be discussed at all by the Council while criticizing the Government policy, whether the Government have an indefeasible right of reply after closure has been moved, what documents the Government should place on the table before using them in debates, how far the Council is at liberty to refer to the two halves of the Government in any discussion of the Government policy, these and many other points touching the relations between the Council and the local Government have formed the subject of rulings from the chair. In disallowing questions and resolutions, certain conventions are observed, by which the Government are enabled to bring to the notice of the President or of the Governor any defects or irregularities in the notices given by the members.

RULINGS OF THE HON'BLE THE PRESIDENT.

Amendment—acceptance of—by the Council does not mean the acceptance of the resolution itself.

Amendment at a late stage disallowed.

Amendment cannot be moved without the special leave of the Council after a resolution has been carried.

Amendment fundamentally different from the resolution, disallowed.

Amendment inconsistent with one previously disposed of, ruled out.

Amendment not to be moved without previous notice.

Amendment should be within the scope of a Bill.

Amendment should not be against the principle of a Bill.

Amendments to a Bill not admissible when the only question to be put is that it be passed into law.

Amendment cannot be moved while a previous one remains undisposed of.

Amendment to replace the whole of another member's amendment not permissible as a further amendment.

Amendment, mover of an—should not himself move further amendment.

Amendment, no substantive—to a clause can be considered till after the disposal of amendments to delete the said clause.

Amendment, objection to an—on ground of want of previous sanction can be raised by any member at any time.

Amendment, upon an—it is permissible to discuss both the original resolution and the amendment.

Amendment not yet reached, reference to, and remarks in connection with, ruled out.

Amendment of which notice has not been given—Speech cannot be made on motion for leave to discuss.

Amendment disallowed for want of notice.

Amendment of clauses already disposed of—Not permissible except by special leave of the House.

Amendment—A member in seconding a motion cannot move.

Amendments to a Bill sent for reconsideration by His Excellency the Governor are exceptional in character.

Amendments to adjournment motion so as to confine it to one issue may be made at any stage of the discussion.

Amendment—Mover of—has no right of reply.

Amendments—A comprehensive amendment which includes other earlier amendments may be allowed precedence.

Amendments without notice—If President allows, the House need not permit moving them.

Ballot—No proposition can be given priority over others except in the order in which it appears on the agenda as the result of the —.

Ballot — Determination by—of relative precedence of non-official business.

Bill—Formal motion to consider each clause of a bill need not be made separately.

Bill—Member can propose amendments to his own bill.

Bill—Merits can be debated on the motion that it be read in Council.

Bill—Putting to vote clause by clause is within the discretion of the President.

Bill—Title and Preamble should be considered after all the clauses are disposed of.

Bill—Time-limit to speeches on motion for leave to introduce a—.

Bill—Benedictory speeches can be delivered at the time of passing a—.

Bill—On passing, the House exhausts its right to move amendments.

Bills—Discussion at the stage of leave being asked to introduce a bill is allowable at President's discretion.

Bills—Select Committees—Nominations to—may be made partly when the motion to refer the bills is made and partly at any subsequent sitting.

Bills—Notes in the margin of a bill are not part of the bill and no amendment may be suggested in respect of them.

Bills—Amendments to—affecting revenues violating section 80-C of the Government of India Act are not allowed.

Bills—Amendments can be suggested at the last stage of discussion only if objection under Standing Order No. 49 (2) prevailed and the bill is postponed.

Bills—Amendments to—There is no provision for member accepting amendment.

Bills—Motion for leave to introduce bills being an essential part of legislative procedure, member giving notice should move for leave himself and no other member can be allowed on his behalf.

Bills—Amendments to—When a proviso is omitted, an amendment suggesting *substitution* of it by a new proviso may be moved as one for the addition of the new proviso so as not to affect the previous vote of the House.

Bills re-committed—Points of order regarding amendments suggested should be raised when the amendments actually come before the House and not when the message returning the bill is delivered to the House.

Bills requiring sanction cannot be proceeded with if amended by Select Committee in such a way as to make sanction necessary.

Bills—The three clauses of Standing Order No. 49 describe three different kinds of procedure exclusive of one another and amendments cannot be moved if President suspends the Standing Order and allows the bill to pass at the same sitting.

Bills—Legislation—A clause in the nature of an indemnity provision is within the competence of the legislature.

Bills, consideration of—The question of rejection of a bill cannot be considered on motion that the bill be taken into consideration, the proper stage for it being either the introduction stage or the third reading stage.

Bills, moving of—By member other than member giving notice is not permissible, if the latter appears to be absent for the time being.

Business—It is left to the President's discretion to allot days for non-official business working up to the total prescribed by His Excellency the Governor.

Business—It is not advisable that motions for address to His Excellency the Governor should be allowed to the detriment of other non-official business.

Business—List of, deviation from, may be made with the concurrence of the Leader of the Opposition.

Clapping of hands—not allowed.

Closure, motion for—permissible before the Member for Government has spoken.

Closure, motions for—cannot be made by a member at the end of his own speech on the substantive motion.

Closure—withdrawal of a motion after closure is carried, not permitted.

Closure—Government cannot exercise right of reply after—is moved.

Closure, motion for—. Members seconding a motion for closure when the closure motion is lost cannot speak again on the original motion.

Closure, motion for—. If the House passes a closure motion with regard to an amendment the closure has to be put to the House with regard to the main motion also. After a closure on an amendment has been carried, a closure on the main proposition has to be put to the House. If it is not carried, the House will then discuss the main proposition.

Closure, motion for—. A member who has already spoken has no right to move for closure.

Committees of the House, proceedings of—must be placed on the table if members insist on it.

Committees of the House, proceedings of—may be quoted from, though they have not been placed on the Council Table.

Committee, Select, suggestion to include a member's name in a—should take the form of an amendment.

Council not bound by the rules of the House of Commons.

Debate, general rulings—

Discussion should be confined to the issue before the Council.

Communication by letter to President not permissible on points of order.

Curtailment of the freedom of debate on the principle of relevance not possible in certain cases.

Discussion to be confined to matter in issue before the House.

Expression of opinion on questions of taste is not the function of the Chair.

Matter under adjudication in courts, discussion of—not permissible.

Member can interrupt another member's speech only to make a personal explanation or raise a point of order, but not to make a speech himself.

Motion, acceptance of any—commits members only to the terms of the motion, but not to the speeches made thereon.

Motion, member need not state reasons for not making a—.

Mover wishing to exercise right of reply should rise before the President puts the question.

Permission to speak more than once, President may give—.

President's ruling is final.

President has discretion to regulate procedure by means of time-limits where Standing Orders do not provide for the same.

Members to address the President when speaking.

Interruption of a speech allowable in order to offer a personal explanation.

References to unpublished documents by private members permissible.

Council is competent to make recommendations to Government by way of advice to the Ministers inasmuch as His Excellency the Governor is generally bound to be guided by their advice.

If the Government Member does not choose to reply at the end of a debate on a motion, the termination thereof is at the discretion of the President.

Interruptions for seeking information are out of order.

Manuscripts should not be the sole materials upon which a member addresses the House even at budget discussion.

Vernacular speeches are allowable at President's discretion.

Standing Order does not require vernacular speeches being translated into English.

Motions which are not recommendations to Government are independent of ballot and allowed by convention.

Interruptions—Members speaking may not give way to member interrupting.

Statements on matters of public importance though not provided by Rules or Standing Orders may be made by Members of Government and though there cannot be a discussion thereon, questions may be put to elucidate them.

Manuscript speeches are generally allowed in the case of people who for obvious reasons cannot make *ex tempore* speeches.

Quorum—If there is no quorum, President may adjourn the House for half an hour.

Ruling—No reason need be given for the ruling of the Chair.

Quotations—Private members are not prohibited from quoting from unpublished documents.

Demands for grants—Excess grants should be moved separately for each grant which has been exceeded.

Demand for grants, further—Debate on, should not be unconnected with the demand that is directly for the consideration of the House.

Demands for grants, further—Point raised whether the procedure in bringing demand for further grants is permissible. Ruled in the affirmative.

Demand for a supplementary grant, discussion of general financial policy of the Government is not relevant in discussion on a—.

Demand for supplementary grant—Individual features of the administration can be criticised in a debate on a—.

Demands for supplementary grants—The recommendation of His Excellency the Governor for, may be communicated to the Council through the Member of Government concerned and need not be by a written message.

Demands for supplementary grants—Questions not raised at discussion of the demand in the Budget can be discussed when supplementary grant is asked for the same demand.

Demands for supplementary grants, being like Budget grants, points not discussed during the Budget may be raised in motions on them.

Demands for supplementary grants—Debate on, should relate to the items actually comprised in the demand and no general debate on matters relating to the whole grant or raising questions of policy is allowed.

Governor, His Excellency the—Action by—cannot be discussed.

Governor—It is not a reflection on His Excellency the Governor's action to say that His Excellency has made wrong appointments to the Ministry.

Governor—Reflections on the conduct of the, out of order.

Governor—Messages from His Excellency the, through a Member of Government are in order.

Adjournment of debate—Motion for—to call attention to a matter of urgent public importance should not specify the resolution to which the mover may wish to commit the House.

Adjournment motions—A matter to which the House has applied its mind formally before cannot again be brought up in the form of an adjournment motion.

Adjournment motions—Need not be very explanatory and if President is satisfied that they are convertible into a resolution, leave to move will be asked for.

Adjournment motion anticipating a resolution which is not likely to come before the House at that sitting cannot be moved.

Adjournment motion may relate to an item which has been granted at budget time, the urgency being that the expenditure in regard to it may be incurred at any time.

The House having expressed its views on an adjournment motion may resume other business.

Adjournment motions may be moved for the deletion of specific portions from public records not being judicial, irrespective of whether the matter contained in those portions is of a public or private character.

Adjournment motions—Amendments to, should not make a fundamental change in the character of the motion but such amendments as to make the motion a recommendation to Government are admissible.

Adjournment motions—Amendments to, may be admitted with the consent of the House and shall be discussed as part of the motion, if the mover agrees instead of being discussed on its merits.

Adjournment of meetings—It is not right for the President to adjourn the meeting for a day merely to enable one or other party in the House to have a conference.

Adjournment motions—Member objecting to, shall not object to the motion in part.

Adjournment motions may like ordinary resolutions be withdrawn.

Adjournment motions—A resolution on a central subject, e.g., Railways, not being prohibited, an adjournment motion regarding a central subject, e.g., the railway disaster at Pattukkottai, may be moved.

Adjournment motion may be taken up after the financial statement is presented, as there is no rule prohibiting other business being done on that day.

Adjournment motions—In the case of adjournment motions relating to events, it must be shown that the events are of recent occurrence.

Adjournment motions could not be amended at the stage of asking for leave to introduce.

Adjournment motions—If on an adjournment motion being passed, action cannot be taken immediately, it does not relate to an urgent matter and cannot be moved.

Adjournment of business—Motion for, should be seconded.

Adjournment motion for discussing a matter of urgent public importance—Consent of President regarding President has to give his consent before leave to move is asked for and when leave is asked for he has further to examine whether the motion is in order or not.

An adjournment motion under Standing Order 34 is not allowed when further demands for grants are being considered.

Adjournment motion for discussing a matter of urgent public importance—Point raised whether a matter which could have been discussed at the time of the voting of demands cannot be a

matter on which a motion for adjournment subsequent to the passing of the budget could be based—Ruled that an adjournment motion could be made.

Adjournment motion for discussing a matter of urgent public importance not being substantial motion, mover has no right of reply.

Adjournment motion—Refusal of President to moving of—under rule 11 as it was impossible to postpone important work already arranged for discussion and as there was no time.

Adjournment motion for discussing a matter of urgent public importance—Consent of President to moving of—should be obtained before he occupies the Chair.

Adjournment motion should relate to a matter of recent occurrence—That a matter has recently ceased to be *sub judice* will not have the effect of converting it into one of recent occurrence.

Adjournment motions should relate to an urgent matter; where the matter to be discussed is not so worded as to show that it is an urgent one, the motion is not admissible.

Budget motion—Discussion on a vote which had already been disposed of—Disallowed.

Budget motion—Effect of a vote on a motion for reduction of a grant may amount to a censure on the Member of Government concerned.

Budget motion—When discussing motions for reduction of grant, members can criticise even non-votable items.

Budget motion—When a grant is under discussion, members are entitled to mention the needs of other departments, but not to debate thereon.

Budget motion—In connection with any votable grant, members can ask for any explanation for increase in non-votable items and when no explanation is forthcoming, the House may cut down the votable item.

Budget motion—Whenever several members have tabled separate motions, all suggesting nominal reductions in a grant, the House can take the motions separately.

Budget motion—Motion for reduction of total grant which is passed includes all individual items of reduction previously decided upon.

Budget motion—Rejection of an item of a grant does not preclude its being brought forward in the form of a supplementary demand.

Budget—Points raised at budget discussion are not held to conclude the discussion on them even though a vote has been taken and they may be raised again as a matter of general policy.

Budget—Demands for grants—In moving grant on behalf of another member, a Member of Government is voicing forth the recommendation of the Governor and the question of policy hardly arises.

Budget motions—Should not relate to a central subject, e.g., maintenance of hospitals by railway companies.

Budget motions—The placing of budget motions on the order paper does not mean that they are in order.

Budget motions not being subject to the vagaries of the ballot box motions will not be allowed to be made by any member other than the one giving notice.

Budget motions—Members giving notice should be present to move the motion; any other member will be allowed to move it only on account of the former's illness or other such cause.

Budget motion—A member other than the member giving notice of the motion cannot move a motion on the ground that the latter cannot move the motion with a speech in English.

Budget motions—Admissibility of—. All motions on the budget are intended to discuss or criticise the administrative actions of the Government. Any criticism to be offered by one member of a party against another section or the members of another party does not come within the strict purview of budget discussions; so a motion to discuss the absence of Swarajist members from the Legislative Council is not in order.

Budget motions—. Mover of token motion has no right of reply.

Oath of allegiance—Rule regarding, does not refer to ex officio members.

Poll—Council Secretaries have the right to vote.

Poll should be asked for immediately a motion is declared lost or carried.

Poll, application for—once made cannot ordinarily be withdrawn.

Polling, when—is going on it is not permissible for any member to ask any other member by word of mouth or by gesture to vote or not vote in a particular way.

Polling, members should not enter the Council when—has begun.

Poll—Collective speaking allowed when poll is desired.

Poll can be asked for even if there be no 'noes' in the division.

Poll—Neutral votes need not be recorded unless asked for.

Poll—Member not in his place when the question is put is not entitled to vote at division.

Questions—Government is one whole and interpellations in regard to the relations between the two halves not allowed.

Questions—President has the discretion to allow a member to interrupt the proceedings of the Council to put a question on a matter of general public interest.

Questions—Information to be obtained not by interrupting the course of a debate, but by separate interpellation.

Questions—Whenever Members of Government happen to be absent at question time, they are expected to make arrangements with their colleagues for their questions being answered.

Questions merely drawing attention of the Government to particular matters are not allowed.

Questions should be short and should not ask for special returns contained in annual returns.

Questions should not ask for information that could be more easily obtained from ordinary sources or information which does not come within the official knowledge or duties of Members of Government or information relating to matters for which local authorities are primarily responsible.

Questions, unauthorised publication of—in the Press before issue of official notice papers are not allowed.

Questions—Government may withdraw or correct answers given.

Questions—Government have privilege to refuse to answer question on grounds of public interest.

Questions—Government cannot be compelled to answer questions within prescribed time.

Questions—Notice regarding questions is intended to enable Government to answer them, and when a Member of Government waives notice, President shall not prevent question being put and answered.

Questions—When an answer is in the form of a statement. President may allow a counter-statement to be made.

Questions—Member putting questions regarding allegations made in the press must not quote the paper, but must incorporate the allegations in his question.

Questions—Questions must ask for answers to be placed on the table and unless an undertaking is given by Government, the statement in answer will not be published.

Questions, supplementary—When member putting main question is absent, the question may be taken up after other questions are finished.

Questions, list of—. Questions remaining in the list on a day may be allowed to be taken up the next day when supplementary questions may be put.

Questions, putting of—. Member who has given notice of question to be in his place in Council at the proper time.

Questions, supplementary—. Member putting the question will be called to put his supplementary question, if any, in preference to other members wishing to put supplementary questions.

Questions without notice—. Urgent questions in respect of which Member of Government has waived notice may be allowed to be put even after question hour is exhausted.

Questions, answers to—. Member of Treasury Bench obliged to be absent should delegate another member to answer questions addressed to him and a general delegation to answer whenever a member is absent is not permissible.

Quorum—When a member calls the attention of the chair to want of quorum, there need be no counting and the division bell may be rung to give opportunity for members to come in.

Resolution, conditional withdrawal of a—not permitted.

Resolution, mover of a—may, under Standing Order 34, move for an adjournment of the resolution before moving the resolution itself.

Resolution as soon as moved becomes the property of the Council.

Resolution, Government should take early objection in case a—notice of a previously disposed of appears on the agenda paper.

Resolution, House can deal with only one—at a time though other similar resolutions have been tabled in different members' names.

Resolution, mover of a—is entitled to make a speech while withdrawing resolution if it has been already a subject of debate.

Resolution, objection to admissibility of a—should be taken before it is moved.

Resolution not dealing with a matter of general public interest disallowed.

Resolution, House may permit any member to move a—in the absence of the member in whose name it stands.

Resolutions not moved, notice to be given when—are brought up again.

Resolution on which debate has begun should go forward.

Resolution, right of reply to an amended—rests with the mover of the original resolution and not with the mover of the amendment.

Resolution, withdrawing of—after moving the same, not permissible without the leave of the House.

Resolution—the chair should not be asked to waive notice for—to be discussed a long time after.

Resolutions, passing of—Clerical mistakes in resolutions put and passed may be corrected, if omission is accidental.

Standing Orders, Members objecting to motions for leave to amend the—cannot make a speech.

Secretary to the Council can communicate decisions of the House to outside authorities only on the requisition of the House.

Strangers in the gallery not to be referred to in the course of a debate.

Unparliamentary, Protection of the Chair can be invoked only where a remark is—.

Unparliamentary remarks, certain expressions declared not—.

Unparliamentary, Charges against title-holders in general is not—.

Unparliamentary expressions—Charge that Council Secretaries are useful in catching votes—out of order.

'Cowardly'—ruled out.

'Quibble with facts.'—ruled out.

'Resort to tricks'—held unparliamentary.

'Shouting down'—ruled in order.

Unparliamentary, Charge that member does not pay his taxes and is not entitled to speak on behalf of tax-payers—Ruled not unparliamentary.

Unparliamentary expressions withdrawn by member should not be referred to.

Unparliamentary expressions—Affectionate expressions like 'My dear Sir'—Ruled out.

'Rump'—Ruled out.

Statement that answer of the Government is no better than the parrot's reply—Ruled out.

The growth within the Council of a body of precedents reproducing as far as possible parliamentary tradition and procedure is a matter which has steadily received attention, as will be evident from these numerous rulings. To bring about a more rapid growth of such traditions, the Government with the concurrence of the Council, sent the Secretary to the Council on a prolonged deputation in 1922 to study parliamentary procedure in the House of Commons, and the President himself was on a visit to the House of Commons during part of the period; and since their return much has been done to assimilate the practice of the Council to the best traditions of the British Parliament. The facts that English is the prevailing language of the Council, that practically all speeches during the last three years have been delivered in that language, and that a substantial proportion of members are gentlemen who are familiar by first-hand knowledge with parliamentary institutions in the United Kingdom have helped a good deal to the same end. The annual conference of

Presidents and Deputy Presidents is of great value, in assisting the formation and growth of wholesome precedents and conventions in matters lying outside the Act, Rules and Standing Orders and in tending to produce a common standard in the various Councils. The importance of an accessible and up-to-date library for the use of members of the Council has been recognized and Government have allotted grants from year to year for the purchase of books to this end. These grants have been—

	RS.		RS.
1923–24	... 5,000	1926–27	... 3,000
1924–25	... 5,000	1927–28	... 5,000
1925–26	... 3,000	1928–29	... 5,000

Members have not been slow to make use of their growing library. They have also the privilege of consulting books in the Secretariat Library in Fort Saint George and use is made frequently of this source of information. Government have recently ordered for the use of members of the Council stock files to be prepared of orders and proceedings placed on the Editors' Table on various classes of subjects. It is hoped that these will be found of use.

Visitors to the Council have frequently commented on the creditable level of debate which the Madras Council has reached and which on the whole it maintains. The majority of the members know English well and one or two are excellent speakers judged even by a standard set for Englishmen. Parliamentary institutions are becoming more familiar and even those to whom they come as something strange quickly adapt themselves to and follow them. Divagations of enthusiasm and eloquence are kept within bounds by time limits strictly applied and against this salutary regulations no protest has been made; the reasonableness of compelling orators to remember that time does exist seems to be generally appreciated. It must be said that on the whole the Madras Council has adapted itself as well to the observance of parliamentary decorum as to the assertion of parliamentary rights. Unparliamentary language is gratifyingly rare and in fact the debates suffer more often from lack than from excess of spirit. The forms at least of parliamentary government have found ready response in Madras.

46. The work of the Council is followed closely by the literate and particularly by the English educated population. The Press gives much space to reports of debates and its correspondence columns frequently contain letters demanding, or suggesting, or complaining of action by the Council. Members of the Council on occasion contribute to such correspondence, thus recognizing that by this means they may secure a wider hearing. The Visitors' Gallery is well patronized and indeed is uncomfortably crowded during important debates such as that on the University Bill, or the Religious Endowments Bill. Such measures produce a large crop of newspaper leaders. Important

resolutions, e.g., that in favour of the enfranchisement of women, those for adjournment of the House, the more sensational budget motions, arouse much interest. That interest is keener in Madras than in the mufassal; but even in the districts meetings to support or condemn decisions of the legislative body are not unknown and the resolutions of such meetings are on occasion forwarded to Government. It must be repeated, however, that until literacy is much wider spread and of a higher degree, the Councils will always be functioning above the head of the average voter.

47. The influence of the press on politics has not been so great as might be expected, chiefly because of the comparatively limited reading public. The English daily *Justice* is the outspoken organ of the non-Brahman party. The *New India* which represented the Moderate party ceased publication in the Presidency from 16th March 1927 and has only recently been restarted. The *Hindu* is a professed Congress organ possessing, however, a certain balance and facility in exposition which are lacking in *Swarajya* another prominent Congress daily. The *Swarajya* was a strong advocate of non-co-operation and has criticised the Madras Swarajists for giving support to the Independent Ministry in violation of the election pledges and the Gauhati resolution. The *Madras Mail* and the *Daily Express* may be considered independent papers so far as the Indian parties in the Council are concerned, and the former especially seeks to express the European point of view. They have influence on both sides of the House except when they advocate obviously sectional points of view. The number of newspapers has considerably increased since the repeal of the Press Act, but the majority of the new additions to the strength of the press possess little or no influence on public opinion and have a very limited circulation except the *Swarajya* and certain vernacular papers which profess the non-co-operation creed. The popularity of the *Swarajya* appears to be on the wane; it has influence only among the Congressmen and Swarajists.

The Working of the System of Government

V.—Legislatures and the Franchise

LEGISLATURES AND THE FRANCHISE.

I.—ELECTORATE.

1.—Brief Description of Qualifications.

Madras Legislative Council.

Under rule 8 of the Madras Electoral Rules, the qualifications of an elector for a general constituency shall be such qualifications based on:—

(i) community,

(ii) residence, and

(iii) (*a*) occupation of a house, or

(*b*) assessment to property tax, tax on companies or profession tax, or

(*c*) assessment to income-tax, or

(*d*) military service, or

(*e*) the holding of land as are specified in Schedule II to the Electoral Rules in the case of that constituency.

The qualifications of an elector for a special constituency shall be the qualifications specified in Schedule II to these rules in the case of that constituency.

Schedule II is summarized below:—

Constituencies (General).—To be registered as an elector in a Non-Muhammadan Constituency a person not being a European, an Anglo-Indian, an Indian Christian or a Muhammadan, must have resided in the constituency for not less than 120 days in the previous year and possess the further qualifications, namely:—

(1) for *Urban Constituencies.*—Assessment to taxes, such as property tax, tax on companies, profession tax or income-tax; or, in Madras, the occupation (for not less than 6 months in the previous year) of a house of an annual value of not less than Rs. 60; or, in urban constituencies other than Madras, one of the qualifications in respect of the holding of land prescribed for an elector of a rural constituency;

(2) for *Rural Constituencies.*—Registration as ryotwari pattadar or inamdar of land, the annual rent value of which is Rs. 10; or registration jointly with the proprietor under the Malabar Registration Act, 1895, as occupant of land, the annual value of which is Rs. 10; or holding of land under registered lease under ryotwari pattadar or inamdar, the annual rent value of which is Rs. 10; or being a landholder holding an estate, the annual rent value of which is Rs. 10; or holding as "ryot" or

as tenant under landholder land of annual rent value of Rs. 10; or being assessed in the previous year in a municipality included in the constituency to an aggregate amount of not less than Rs. 3 to one or more of the following taxes, namely, property tax, tax on companies, or profession tax; or being assessed in the previous year to income-tax.

Irrespective of these qualifications, retired, pensioned or discharged officers, non-commissioned officers and soldiers of His Majesty's regular forces are entitled to vote.

Electors of Muhammadan, Indian Christian, European and Anglo-Indian constituencies, being Muhammadans, Indian Christians, Europeans and Anglo-Indians, respectively, must have resided for not less than 120 days in the previous year in the respective constituencies—in the Madras Presidency in the case of European and Anglo-Indian constituencies—and further have one of the qualifications prescribed for a Non-Muhammadan urban or rural constituency as the case may be.

Landholders' Constituencies (Special)—Persons qualified.—Zamindars possessing an annual income of not less than Rs. 3,000 derived from an estate within the Presidency, jenmis of land situated within the Presidency on which the assessment is not less than Rs. 1,500 and malikhanadars receiving from Government an annual malikhana of not less than Rs. 3,000 are entitled to vote provided they have resided in the constituency for not less than 120 days in the previous year.

Madras University Constituency (Special).—To be registered as an elector, a person must have resided in India for not less than 120 days in the previous year and be a member of the Senate, or an honorary fellow, or graduate of seven years' standing of the University.

Planters' Constituency (Special).—Qualification: Membership of one of the associations affiliated to the United Planters' Association of Southern India.

Madras Chamber of Commerce and Industry Constituency (Special).—Qualification: Membership of the Madras Chamber of Commerce or of a Chamber affiliated to it.

Other Commerce Constituencies (Special).—Qualification: Members of the Madras Trades Association, the Southern India Chamber of Commerce and the Nattukottai Nagarathars' Association are qualified respectively as electors for the constituency comprising the Chamber or Association of which they are members.

Legislative Assembly.

Under rule 8 of the Legislative Assembly Electoral Rules, the qualifications of an elector for a general constituency shall be such qualifications based on:—

(i) community,
(ii) residence, and

(iii) (*a*) ownership or occupation of a building, or

(*b*) assessment to or payment of municipal or cantonment rates or taxes or local cesses, or

(*c*) assessment to or payment of income-tax, or

(*d*) the holding of land, or

(*e*) membership of a local body, as are specified in the case of that constituency.

The qualifications of electors are summarized below:—

Madras City Constituency (General).—Qualifications for vote: Assessment of Rs. 20 in respect of one or more of the following taxes, namely, property tax, tax on companies or profession tax; or assessment to income-tax in the previous year.

Note.—The elector should be neither a Muhammadan nor a European and should have resided in the constituency for not less than 120 days in the previous year.

Rural Constituencies (General).—Qualifications: Registration as ryotwari pattadar or inamdar of land of annual rent value of Rs. 50; or holding land on registered lease under ryotwari pattadar or inamdar of annual rent value of Rs. 50; or registration jointly with the proprietor under Malabar Land Registration Act, 1895 as occupant of land of annual rent value of Rs. 50; or being a landholder of an estate of annual rent value of Rs. 50; or holding as "ryot" or as tenant under landholder land of annual rent value of Rs. 50; or being assessed in the previous year in a municipality included in the constituency to an aggregate amount of not less than Rs. 20 in respect of one or more of the following taxes, viz., property tax, tax on companies or profession tax; or being in the previous year assessed to income-tax.

Note.—An elector for a Non-Muhammadan constituency should be neither a Muhammadan nor a European and an elector for a European or a Muhammadan constituency should be a European or a Muhammadan respectively.

2. Residence in the constituency for not less than 120 days in the previous year is a necessary qualification in these constituencies also. A European will be qualified even though non-resident if he is employed in the area and is absent on leave from such employment.

Landholders' Constituency (Special).—Qualifications: Registration on the electoral roll of any Landholders' constituency of the Madras Legislative Council.

Indian Commerce Constituency (Special).—Qualifications: Every Indian and one duly authorized representative of every Indian partnership if he has resided in the Presidency for not less than 120 days in the previous year, and if he or the partnership, as the case may be, has been assessed to income-tax in the previous year on an income of not less than Rs. 10,000 derived from business can vote.

Council of State.

Under rule 8 of the Council of State Electoral Rules, the qualifications of an elector for a general constituency shall be such qualifications based on:—

(i) residence, or residence and community and

(ii) (*a*) the holding of land, or

(*b*) assessment to, or payment of, income-tax, or

(*c*) past or present membership of a legislative body, or

(*d*) past or present tenure of office on a local authority, or

(*e*) past or present University distinction, or

(*f*) the tenure of office in a co-operative banking society, or

(*g*) the holding of a title conferred for literary merit as are specified in the case of that constituency.

2. There are two constituencies in this Province both of them being general. One is Non-Muhammadan, the other Muhammadan.

3. Under Schedule II of the said rules, a person shall be qualified as an elector for the two constituencies who has resided in the Presidency for not less than 120 days in the previous year and who holds in the Presidency an estate of an annual income of Rs. 3,000, or is registered as a pattadar or an inamdar of land of which the assessment is Rs. 1,500, or receives a malikhana allowance of Rs. 3,000, or is assessed to income-tax on an income of Rs. 20,000, or is or has been a non-official member of either chamber of the Indian Legislature, or is or has been an honorary member of the Indian Legislative Council or is or has been at any time a non-official member of the Madras Legislative Council. Non-official Presidents, present or past, of the Madras Municipal Council, or a District Board or Taluk Board, existing non-official Vice-President of the Madras Municipal Council or of a District Board, non-official Chairman, past or present, present non-official Vice-Chairman of a District Municipality, Fellows and Honorary Fellows, past or present, present members of the Senate or Court of any University, existing non-official Presidents or Vice-Presidents of any co-operative central bank and holders of the title of Shams-ul-ulama or Mahamahopadyaya are entitled to be electors in the two constituencies provided that:—

(i) no person other than a Muhammadan shall be qualified as an elector for the Muhammadan constituency, and

(ii) no Muhammadan shall be qualified as an elector for the Non-Muhammadan constituency.

2.—Original Estimates of the Number of Electors.

Madras Legislative Council.

The total number of electors was estimated roughly as follows:—

Non-Muhammadan	(9 seats) ...		28,500
Muhammadan	(2 seats) ...		2,000
Urban—Non-Muhammadan ...	(52 seats) ...		492,500
Rural—Muhammadan ...	(11 seats) ...		23,000
Indian Christian	(3 seats) ...		6,000
	Total ...		552,000

Legislative Assembly.

The total number of electors was estimated roughly as follows:—

Non-Muhammadan ...	(10 seats) ...	166,746
Muhammadan	(3 seats) ...	7,060

Council of State.

The total number of electors was estimated roughly as follows:—

Non-Muhammadan ...	(4 seats) ...	1,600
Muhammadan ...	(1 seat) ...	400
	Total ...	2,000

3.—Voters on the Roll first prepared.

The number of voters on the roll first prepared for all the constituencies put together was 1,248,156 for the Madras Legislative Council, 260,486 for the Legislative Assembly and 2,290 for the Council of State.

4.—Growth of Electorate.

Due to: (*a*) *Alteration in qualification rules.*—There has been no important alteration in the qualification rules and no growth can be put under this head.

(*b*) *Greater accuracy of registration.*—A small percentage in the increase may be attributed to greater accuracy of registration, but it is not possible to gauge the amount of growth.

(*c*) *Growth of wealth.*—Nil.

(*d*) *Female suffrage.*—The figures of the growth in the electorate due to female suffrage will be found in the statement in Appendix I. For the Madras Legislative Council the number of female electors in 1923 was 89,329 and in 1926 was 116,522.

For the Legislative Assembly, the number of female electors in 1923 was 13,451 and in 1926 was 18,375. Females are not eligible to be voters for the Council of State.

5.—The Present Electorate.

(*a*) *The extent of enfranchisement of total male and female population.*—The following statement shows the total male and female population according to the census of 1921, and the number of electors according to the electoral rolls of 1926 for the Legislative Council, Legislative Assembly and the Council of State:—

	Population.	Electors for		
		Legislative Council.	Legislative Assembly.	Council of State.
Male	20,870,749	1,260,944	259,207	2,691
Female	21,448,236	116,522	18,375	..
Total ..	42,318,985	1,377,466	277,582	2,691

(*b*) *Extent of enfranchisement of important interests.*—Taking for example the Madras Non-Muhammadan urban constituency for the Legislative Council, which consists of 22,534 voters, 16,276 voters were registered as they had been assessed in the previous year to property tax, tax on companies, or profession tax. 2,268 voters were eligible as electors as they occupied a house in the City of an annual value of not less than Rs. 60. Eighty-four voters were qualified by assessment in the previous year to income-tax. One hundred and six voters were either retired, pensioned or discharged officers, non-commissioned officers or soldiers of His Majesty's regular forces.

Taking a few revenue divisions, we find that out of 100 voters for the Legislative Council, 74·8 per cent were ryotwari pattadars or inamdar of land, the annual rent value of which was not less than Rs. 10 and 24·4 per cent held as ryot or as tenant under a landholder land the annual rent value of which was not less than Rs. 10. Taking the municipalities, we find that 13 per cent of the electors were ryotwari pattadars or inamdars of land with an annual rent value of not less than Rs. 10. Eighty-one per cent paid municipal taxes of not less than Rs. 3 in the previous year and 3 per cent were registered jointly with the proprietor under section 14 of the Malabar Land Registration Act, 1895, as the occupant of land with an annual rent value of not less than Rs. 10.

(*c*) *Grievances alleged—Legislative Council.*—(1) In 1920, when six seats were allotted for the Landholders' Constituency, the Government of India were of opinion that a smaller number of seats could have been allotted. They considered that these classes comprised only about 350 electors.

The landholders' constituencies now consist of 598 electors according to the electoral rolls of 1926.

(2) In 1924, a resolution was passed at a meeting of the members of the depressed classes in Madura district stating that the strength of the depressed classes was depleted by the Christian portion of their community being clubbed together with the Indian Christians drawn from other communities. Their request was that the Adi-Dravida Christians should not be included in the Indian Christian Electorate. At the same meeting, the Adi-Dravidas wanted the abolition of the property qualification and the introduction of adult suffrage.

It may be observed that it was not possible to give separate representation to Adi-Dravida Indian Christians. Under the rules, 10 members of the depressed classes are nominated to the Madras Legislative Council.

(3) The President, District Board, Guntur, forwarded a resolution stating that persons who paid the minimum house-tax of Rs. 3 in union areas should be registered as electors to the Madras Legislative Council inasmuch as the privilege of voting was given to the voters in the municipal areas who paid the minimum house-tax of Rs. 3. As the Local Government had no power to alter the rules, no action was taken.

(4) In 1926, a proposal was made to give representation to a tenant under a kanom tenant who was not registered in the accounts jointly with the jenmi. Tenants under lessees from ryotwari holders in districts other than Malabar do not get the franchise. Therefore to admit all grades of tenants to the electoral roll would be to admit a principle not hitherto recognized. Under the rules persons enfranchised in ryotwari areas besides those registered in the revenue accounts as pattadars, inamdars or joint pattadars under the Malabar Land Registration Act, 1895, are those holding under registered deeds from a registered pattadar or inamdar. A lessee under a kanomdar is not eligible for inclusion in the voters' list unless he secures joint registration under section 14 of the Malabar Registration Act, 1895, as amended by Act I of 1920.

(5) In 1924, the Catholic Indian Association and the Indian Christian Association represented that the number of seats allotted to Indian Christians was small as compared with Muhammadans. It was pointed out that from the census of 1921 the Christians numbered less than half the Muhammadans. On this basis, the allotment of five seats to the Indian Christians and of 13 to the Muhammadans was not unreasonable.

(6) In 1926, the Indian Christians pointed out that the privilege of participating in the joint electorate granted to landholders who had a separate constituency of their own, had not been extended to them. The general qualification for an elector in any division of the electorate, namely, Non-Muhammadan, Indian

Christian, Muhammadan, European, Anglo-Indian is the same. Any member of these communities can be in the landholders' special constituency which requires higher qualifications. The position of the Indian Christians is not peculiar to them.

Legislative Assembly and Council of State.

(No remarks.)

(*d*) *Varying degrees of enfranchisement from class to class.*—Taking the Madras City, we find that out of a total electorate of 22,534 voters in the Non-Muhammadan Urban Constituency of the Legislative Council, 3,799 are Brahmans, 18,083 are non-Brahmans, 575 are depressed classes and 77 others.

The following statement shows the different communities in a few selected electorates of the Council:—

Constituency.	Total number of electors.	Brahmans	Non-Brahmans.	Depressed classes.
South Arcot Non-Muhammadan Rural	75,297	3,295	69,596	2,406
Cuddapah Non-Muhammadan Rural	26,103	1,566	24,365	272
Malabar	38,326	4,390	33,889	47
Total ..	139,726	9,251	127,850	2,725

(*e*) *Requests or suggestions made for amendment of electorate—Adult suffrage.*—A token cut in favour of adult suffrage was carried in the Madras Legislative Council on 19th March 1928 during the Budget session.

Mr. A. Kaleswara Rao (Congress Party) moved the cut. He desired that the suffrage should be extended to all sane persons over 21 years of age. The reasons advanced for the proposal by the various speakers were as follows:—

(1) A high franchise gives the upper classes an advantage. The depressed classes though they are about one-sixth of the population have few votes.

(2) Illiteracy of the masses can be removed only after the masses get political power.

(3) Exercise of the vote is a source of education to the masses.

(4) Elections will be purer with adult suffrage than they are now as in the former case voters would be too numerous to be approached through corrupt means.

(5) The present illiteracy of the masses is not an obstacle. There are many illiterate voters now exercising the franchise. Methods can be devised for the polling of their votes as done now.

(6) Illiteracy is not necessarily accompanied by a lack of good sense. On the other hand, it is maintained that the illiterate masses of India have an inherited culture which would enable them to exercise their voting power intelligently.

(7) A stake in the country is possessed not only by people who keep wealth but also by those who make it. There are many labourers who make wealth, without being able to keep it sufficiently to possess the present property qualifications. Such men should not be deprived of the vote.

(8) The depressed classes who now come to the Council through nomination will have a stronger position in the Council when they come in through election which would be the case under a system of adult suffrage.

Only one member spoke against adult suffrage—Mr. Arpudaswami Odayar. His arguments were:—

(1) Candidates put up by minority communities will be swept away by the large masses of the majority communities.

(2) If voters are illiterate, they have to vote openly by telling the polling officer the name of the candidate they favour. This will mean that men of wealth and influence can compel the illiterate voter to vote for themselves.

To these may be added the following:—

(3) The machinery for carrying out elections will be strained to breaking point if all adults in this country with a population of about 300 millions can vote. This difficulty is all the greater in view of the necessarily clumsy way in which alone the vote of illiterate voters can be recorded.

(4) It is risky to give political power to large masses of illiterate men who are not in touch with current events and cannot therefore exercise their judgment efficiently in selecting representatives to deal with current issues.

6.—The Roll.

(a) Claims and objections.—Claims and objections have been received in most constituencies in respect of the preliminary electoral roll for the three years, 1920, 1923 and 1926. For instance, in the Madras City non-Muhammadan Urban Constituency of the Legislative Council in 1926 there were 292 claims, of which 96 were admitted and there was only one objection which was not admitted. In certain constituencies efforts would appear to have been made to bring a large number of electors on the roll, e.g., in 1926, in the non-Muhammadan Rural Tinnevelly Constituency, 1,759 claims were put in, of which 814 were admitted. There were also 348 objections, of which 328 were admitted. These figures are however exceptional,

(*b*) *Interest taken by*—
(i) voters,
(ii) parties,
(iii) candidates,
(iv) communities and interests.

It is the opinion of many of the Returning officers that neither political parties nor communities nor prospective candidates took much interest in the preparation of electoral rolls. In the Madras City, however, interest was taken by parties and prospective candidates to bring their supporters on the rolls. A number of forms of applications for inclusion of names was printed by the prospective candidates. Their agents went about canvassing for signatures of persons whose names they thought were omitted. Many voters individually applied for inclusion of their names as the prompting came to them from a political party or a prospective candidate.

The European Association, Madras, and the Anglo-Indian Association, Ootacamund, endeavoured during the elections of 1926 to bring on the roll increasing numbers of their community.

At present, claims and objections are generally made by voters of their own accord as party organization is poor in the rural areas.

(*c*) *Agency of maintenance.*—Under regulation 6 (*a*) of the regulations for the preparation of electoral rolls for the general and special constituencies of the Madras Legislative Council, it is the duty of the Registration officer to cause enquiry to be made and to prepare lists of all persons within his registration area appearing to be entitled to be registered as electors in the roll for each constituency. The Registration officers are the Commissioner, Corporation of Madras for the Madras City, the Chairman of the Municipal Council for each Municipality and the Revenue Divisional Officer for each revenue division. For the Landholders, European and Anglo-Indian Constituencies, the Registration Officer is the Collector of the district. For the University Constituency, the Registrar of the University is the Registration Officer, and for the Planting, Commerce and Industry constituencies, the Secretary or Chairman of the Association is the Registration Officer.

Compared with the elections of 1920, greater interest was evinced during the last elections of 1926 in the matter of correction of rolls. With the growth of political education and party organization, matters are likely to improve.

Similar remarks apply to the Legislative Assembly.

For the Council of State, the Registration Officers are the Collectors of districts and the final rolls are published by the Secretary to Government, Law Department, who is the Returning Officer for both the constituencies of the Council of State.

The existing agency has been found to be quite satisfactory and there has been no complaint regarding it.

II.—CONSTITUENCIES.

1.—Short account of basis on which constituencies have been framed.

Legislative Council.

The list of constituencies is given in Schedule II to the Madras Electoral Rules. There are 62 constituencies, 50 of which are general and are also communal. Of these, 6 are non-Muhammadan Urban, 25 non-Muhammadan Rural, 2 Muhammadan Urban, 10 Muhammadan Rural, 5 Indian Christian, 1 European and 1 Anglo-Indian constituencies. The territorial extent of each constituency is given in the schedule. Besides, there are six Landholders' constituencies which are not framed on communal basis. The territorial extent of each is limited. The special constituencies which are non-territorial are the University, the Planters and four Commerce and Industry constituencies.

Legislative Assembly.

There are sixteen constituencies, each of which returns one member to the Legislative Assembly. Fourteen of these constituencies are communal—1 non-Muhammadan Urban, 9 non-Muhammadan Rural, 3 Muhammadan and 1 European. Besides, there are 1 Landholders' and 1 Indian Commerce constituencies. The territorial extent of the non-Muhammadan and Muhammadan constituencies is given in Appendix I. The extent of the European, Landholders' and Indian Commerce constituencies is the whole Presidency.

Council of State.

There are two constituencies, one the non-Muhammadan and the other the Muhammadan. The territorial extent of each constituency is the whole of the Presidency.

2.—Inequalities in area, population and the number of electors.

The statement in Appendix I shows the area of each constituency, its population according to the census of 1921 and the number of electors in the roll.

3.—Demands for amendment.

Legislative Council.

(1) The Andhra University: The Andhra University which has been newly formed wants representation on the Legislative Council to the same extent as that enjoyed by the Madras University. As the question of franchise will be taken up during the Reforms Enquiry, the matter has been deferred.

(2) Labour: The question of separate representation for urban factory labourers was placed before the Government more than once. But His Excellency the Governor in Council has been

of opinion that they are not eligible for separate representation as they are not numerically strong or in any way organized. Further, the Government considered it undesirable to super-impose on the present structure of communal representation further sectional differences.

(3) The depressed classes: There are ten nominated members to represent these classes in the present Legislative Council. Several of them have stated in the session of the Council in March 1928 that they desired to have the members for their communities elected on the basis of adult suffrage. Some were against the proposal. The argument of the former was that elected members have greater freedom in voting than nominated members. The argument of the latter was that the depressed classes were not sufficiently educated or organized at present to elect their representatives.

(4) Piece-goods Merchants: The Madras Piece-goods Merchants' Association wants the privilege of returning a representative to the Legislative Council. There are already four Commerce and Industries constituencies, the Madras Chamber of Commerce returning two members, the South Indian Chamber of Commerce, one member, and the Madras Trades Association, one member. It appears to be doubtful whether the Piece-goods Merchants' Association, many of whose members can become members of the said chambers or associations, should have a separate representation.

(5) Medical Officers: The Indian Medical Officers' Association, Madras, wants an elected representative in the Legislative Council. It is a question whether Government servants should have a vote at all.

(6) The Kammas: The Kammas, most of whom live in Madura and Tinnevelly, want separate representation and the total number of Kammas according to the census of 1921 was 64,723 males and 64,983 females.

(7) Urban areas: Representations have been made that the following towns should be treated as urban areas—Coimbatore, Rajahmundry and Guntur.

The population of these towns is given below:—

	Male.	Female.
Coimbatore	28,503	27,732
Rajahmundry ..	25,100	25,344
Guntur	17,811	17,149

The present urban constituencies are:—

Name. Non-Muhammadan Urban.	Population. Male.	Female.
Madras City	225,420	204,192
Madura City	61,190	60,074
Trichinopoly *cum* Srirangam.	55,535	55,784
Cocanada City	24,213	25,019
Vizagapatam City	20,039	20,272
Tinnevelly *cum* Palamcottah.	36,745	38,608

Legislative Assembly.

Suggestion has been made that the non-Muhammadan rural constituency comprising Madras, the Ceded Districts and Chittoor may be split up. These comprise an area of 31,544 square miles. Its population and number of electors are as follows:—

	Male.	Female.
Population	2,254,215	2,169,509
Electors	23,768	1,265

It has also been suggested that two seats may be assigned to labour in the Legislative Assembly from the Madras Presidency. It may be noted that labour is not represented separately in the Madras Legislative Council. Such being the case, there appears to be no reason that there should be one or more separate representatives of labour in the Assembly representing Madras.

4.—Plural member constituencies.

Under the proviso to rule 4 of the Madras Electoral Rules, the Local Government may by regulation divide into two or more constituencies any of the plural member constituencies and may distribute among the new constituencies so created the seats entered against the constituency which has been so divided but not so however as to reduce the total number of reserved seats.

There are 25 general constituencies, 1 Muhammadan constituency, 1 Commerce and Industry constituency with more than one member. Where only one seat is reserved for non-Brahmans (as is the case in 24 of the general constituencies) the division of a plural member constituency into two or more constituencies and the re-distribution of the seats among the new constituencies is generally impracticable. The only plural member constituencies in which at present there is no reservation of seats are Malabar (Muhammadan) and Madras Chamber of Commerce. For the City of Madras, there are four seats of which two are reserved for non-Brahmans and it was thought possible to divide the seat into two constituencies with two seats for each and to reserve one of the seats in each for the non-Brahmans. As there was some difference of opinion in the Council about such division the matter was dropped. So the proviso has not been put into operation so far as this Province is concerned except in regard to the Madras City non-Muhammadan Urban Constituency.

There are no plural member constituencies for the Assembly. The Council of State has one plural member constituency.

5.—Reservation of seats.

Legislative Council.

Under rule 4, Madras Electoral Rules, certain seats are reserved for non-Brahmans in certain constituencies. In Schedule I of the said rules, the number of seats reserved for non-Brahmans is shown. Twenty-eight seats are so reserved.

In the 1920 general elections no non-Brahman entered the Council by reason of the reservation of seats that is, all the non-Brahmans who got in did so by being at the top of the polls. The same was the case in regard to the general elections of 1923 and of 1926, when all the non-Brahmans who entered the Council did so by being either returned unopposed or by being at the top of the polls. It cannot be said, however, that there would have been the same results had there been no reservation of seats.

No seat is reserved in any of the constituencies of the Legislative Assembly or the Council of State.

6.—Communal electorates.

Legislative Council.

The electorates are all communal except in the case of the special constituencies.

Communal electorates in the Council are non-Muhammadan, Muhammadan, Indian Christian, European and Anglo-Indian. The non-Muhammadan includes all who are not Muhammadan or Christian and is therefore mainly Hindu.

The special electorates are Landholders' Constituencies, the University Constituency, the Planters' Constituency and the Commerce and Industry Constituencies. All the special constituencies, except the Landholders', are non-territorial.

Legislative Assembly.

Fourteen out of sixteen electorates are communal. The only non-communal electorates are the Landholders' and the Indian Commerce constituencies.

Council of State.

The two electorates are communal, one being non-Muhammadan and the other Muhammadan.

III.—CANDIDATES.

1.—Nominations.

Legislative Council.

The number of members elected to the Legislative Council is 98. During the years 1920, 1923 and 1926 the number of persons nominated for elections for the 98 seats were 243, 218 and 193, respectively. Of these 16, 20 and 20 were returned unopposed.

In the European Constituency, there was no contest in 1923 and 1926 and there was no contest in the Anglo-Indian Constituency in 1920 and 1923. There was no contest in one of the Landholders' constituencies during all the three years and in two other constituencies during one election each. There is generally no contest in the Planters', Madras Chamber of Commerce, Madras Trades Association and the Nattukottai Nagarathars' constituencies.

Legislative Assembly.

The number of members elected to the Legislative Assembly is 16. During the three years 1920, 1923 and 1926, the number of persons nominated for election for the 16 seats were 47, 43 and 31, respectively. Of these, 4, 3 and 7 were returned unopposed.

In the European Constituency, there has been no contest during the last three general elections.

Council of State.

The non-Muhammadan Constituency returns four members and the Muhammadan one member. During the years 1920 and 1925, the number of persons nominated for election in the non-Muhammadan Constituency was 8 and 7, respectively, and in the Muhammadan Constituency two members were nominated for the one seat in both these years.

2.—NOMINATION BY PARTIES OR INTERESTS.

Legislative Council.

The Justice Party organization nominated candidates both at the election of 1920 and 1923. No Swarajist candidates were set up in 1920 while they were set up in 1923 to a limited extent. It was only during the election of 1926 that both the Congress Party and the Justice Party generally put up a number of candidates equal to the number of seats for each constituency.

Legislative Assembly.

The Swaraj (Congress) Party put up candidates for the last two elections. The Justice Party did so for all the three elections.

Council of State.

During the 1925 elections, the Swarajists put up four candidates for the four non-Muhammadan seats. The other three candidates had the support of the Justice Party. There were no Swarajist candidates in 1920 but there were candidates supported by the Justice Party.

3.—STATUS AND QUALITY OF CANDIDATES.

The candidates were largely landholders and lawyers. Next in number are businessmen. Then come professional men (doctors, teachers, etc.), and then a few retired officials.

4.—EFFECT OF DEPOSITS AND THEIR FORFEITURE.

The rule as regards deposits was not introduced till the 1923 general elections. The introduction of the deposit may be said to have prevented men of straw from standing as candidates.

In the 1923 elections, 22 candidates in the Madras Legislative Council forfeited their deposits and in the 1926 elections, 15 candidates did so. For the Legislative Assembly, four candidates forfeited their deposits in 1923 and three in 1926. There was no case of

forfeiture of deposit in the second general elections to the Council of State, the number of candidates being 10 in 1920 and 9 in 1925.

5.—ABSENCE OF NOMINATION.

Legislative Council.

There was only one case of absence of nomination, viz., in the Southern Landholders' Constituency of the Madras Legislative Council, during the 1920 general elections. There was no such case in the 1923 and 1926 elections. In the case of 1920, fresh nomination was called for and a candidate was duly nominated.

Legislative Assembly.

In the 1920 elections, there were no nominations for the Madras European Constituency. A fresh notification was issued and the nomination of a candidate duly made.

In the 1923 general elections, both in regard to the European and Landholders' constituencies, there were no nominations on the dates fixed for the nomination of candidates. The Governor-General issued a fresh notification calling on these constituencies to elect members and nominations for the two constituencies were duly made and candidates elected.

There was no case of 'no nomination' in the 1926 elections.

Council of State.

(No cases.)

6.—SCRUTINY OF NOMINATION, CHALLENGE, REJECTION, DISALLOWANCE.

Legislative Council.

Scrutiny of nomination.—The scrutiny of nomination is generally done by the Returning Officer who is the Collector in the district, the Commissioner, Corporation of Madras in the City of Madras, the Secretary to Government in regard to European and Anglo-Indian constituencies, the Vice-Chancellor of the University in regard to the University Constituency, and the Secretary, Chairman or the President in regard to the Commerce and Industries constituencies.

Northern Landholders' Group II: 1920 elections.

One of the candidates petitioned to the Government that a nomination paper other than his had been received after the prescribed hour, and that the Collector had accepted both the nomination papers as valid. He was informed that the representation made by him could not be entertained and that if he was so advised he might present an election petition.

In the 1923 elections, the Raja of Kuruppam petitioned to Government about the irregularity in the acceptance of a nomination paper by the Collector of Ganjam. The petition was found to be frivolous.

Challenge.—In Coimbatore, in 1920, Mr. Venkataramana Ayyangar, a candidate for the non-Muhammadan Rural Constituency, raised objections to two nominations on the ground that the election agents of those two candidates were not electors. The two candidates appointed themselves as election agents. The objection was then rejected.

In the 1923 elections, Mr. E. S. Mascarenhas objected to the nomination of Mr. Saldanha on the ground that he was not a member of the Indian Christian Community. The objection was rejected.

In 1926, Mr. Basheer Ahmad Sahib, a candidate for the Central Districts Muhammadan Rural Constituency objected to the nomination of another candidate on the ground that his full name was not in the electoral roll. As the father's name was correct both in the nomination paper and the electoral roll and as there was no doubt that the nomination paper and the electoral roll referred to the same person, the objection raised was rejected.

In the Ganjam district, in the bye-election of 1924, objections were raised that the title of the candidate differed from the name in the municipal list, that the full signature was wanting, that the proposer and the seconder did not write their full names, and that the title of the candidate's father differed from that found in the municipal list. These objections were overruled.

In the 1926 elections, a candidate for the non-Muhammadan Rural Constituency challenged the nomination of another candidate on the ground that only the titular name of the candidate's father appeared both in the nomination paper and the electoral roll. This objection was overruled.

In the West Godavari district, objection was raised by a candidate to the validity of a nomination on the ground that the nomination paper did not contain the word 'non-Muhammadan', the constituency for which the candidate was nominated. It was ruled that by 'West Godavari Rural' was intended 'West Godavari non-Muhammadan Rural'.

In the South Kanara district, the nomination of the lady candidate, Mrs. Kamaladevi Chattopadyaya, was challenged by her rival Mr. Karant on the ground that she was wrongly included in the electoral roll. The objection was overruled.

In the non-Muhammadan Rural Constituency, Malabar *cum* Anjengo, in 1923, Messrs. Krishnan Nair and Raman Menon objected to the nomination of Mr. Madhava Raja on the ground that the latter's nomination paper contravened the provision of rule 11 of the Madras Electoral Rules. The objection was overruled. In the Muhammadan Constituency, Mr. Moyan objected to Mr. Bavotti on the same ground. The objection was overruled. Messrs. Moyan, Bavotti and Kunhammad challenged the nomination of Mr. Moidu on the ground that his father's name had not been correctly entered in the nomination paper. The objection did not stand.

In the 1923 elections, in the Tinnevelly *cum* Palamcottah non-Muhammadan Rural Constituency, validity of the names of Mr. T. N. Sivagnanam Pillai and Mr. Nelliyappa Pillai was objected to by Sriman Kanthimathinatham Pillai under rule 7 of the Madras Electoral Rules. The objection raised was not allowed.

Rejection.—In the non-Muhammadan Rural Constituency South Kanara district, one of the candidates, Muhammad Schamnad Sahib Bahadur, challenged the nomination of his rival H. Muhammad Sahib on the ground that he violated rule 11 (5) of the Madras Electoral Rules, by appointing two election agents instead of one. This objection was accepted by the Collector and the nomination of Muhammad Sahib was rejected.

In the non-Muhammadan Rural Constituency of the Kistna district, the nomination of Y. Butchirama Sastri was rejected as invalid.

In the Muhammadan Constituency, Malabar district, in 1920, the nomination of T. K. Kunhamad Kutti was rejected on the ground that his nomination paper did not contain the required details.

Legislative Assembly.

In the 1926 elections, in the Madras Landholders' Constituency of the Legislative Assembly, the nomination of Mr. Prabakara Thamban was rejected by the Returning Officer on the ground that on the date of the scrutiny of the nominations he was not eligible for election under rule 6 (2).

Council of State.

(No cases.)

7.—WITHDRAWALS.

Legislative Council.

In the 1920 elections, in the Madras City Muhammadan Urban Constituency, the Hon'ble Mir Asad Ali Khan withdrew his candidature in favour of Khan Bahadur Muhammad Usman Sahib Bahadur.

In the South Arcot non-Muhammadan Rural Constituency, Messrs. A. Vaidyalinga Raja and T. M. Jambulinga Mudaliyar withdrew their candidature.

In the Ganjam non-Muhammadan Rural Constituency, Messrs. Madusidan Panigrahi and Sasi Bushan Rath withdrew their candidature in 1926. One of them withdrew to make room for another candidate of his (Swaraj) party.

In the Cocanada City non-Muhammadan Urban Constituency, Messrs. P. Chinna Venkatanarayana and M. Achutha Rama Ayya withdrew their candidature in 1923 and 1926, respectively.

In the non-Muhammadan Madura Urban Constituency, Mr. P. Ramaswami Ayyar withdrew his candidature in 1920. In

the same constituency, Mr. P. C. Muttu Chettiyar withdrew his candidature in 1923, and V. Manikkam Pillai in 1926. Mr. P. C. Muttu Chettiyar withdrew his candidature from the non-Muhammadan Rural Constituency of the Madura District also in the 1923 elections.

In the 1923 elections, in the non-Muhammadan Malabar *cum* Anjengo Rural Constituency, Mr. C. Kunhiraman withdrew his candidature. In the 1926 elections in the same constituency, Mr. M. K. Venkateswara Ayyar withdrew his candidature.

In the non-Muhammadan Rural Constituency of the Ramnad district, in the 1920 elections, Messrs. S. P. P. Shunmugasundara Nadar, K. Srinivasa Ayyangar and A. Chidambara Nadar withdrew their candidature. In 1923, P. Subbayya Pillai, K. Srinivasa Ayyangar and V. Ramakrishna Ayyar and the Raja of Ramnad withdrew their candidature and in the same constituency, Mr. V. Manikkam Pillai withdrew his candidature in the 1926 elections. In the Tanjore non-Muhammadan Rural Constituency, some of the candidates withdrew from the elections of 1923 and 1926.

Legislative Assembly.

In the 1923 elections, in the non-Muhammadan Rural Constituency, Guntur cum Nellore, Messrs. N. Chelapathi Rao and T. Ramaswami Chowdari withdrew their candidature.

In the Tanjore cum Trichinopoly non-Muhammadan Rural Constituency, Rao Bahadur K. S. Venkatarama Ayyar and Rao Sahib Lakshmivaraha Ayyangar withdrew their candidature.

In the Madras Landholders' Constituency, in the 1923 elections, Messrs. T. Venkata Subba Rao and S. K. Satagopa Mudaliyar withdrew their candidature.

Council of State.

(No cases.)

8.—Uncontested Elections.

Legislative Council.

In the 1920 general elections, 16 candidates were returned unopposed in the following constituencies:—

Cocanada City non-Muhammadan Urban ..	1
Madras City Muhammadan Urban	1
North Arcot *cum* Chingleput Muhammadan Rural	1
Madura *cum* Trichinopoly Muhammadan Rural.	1
Rāmnād *cum* Tinnevelly Muhammadan Rural...	1
Malabar Muhammadan Rural	2
South Kanara Muhammadan Rural	1
Anglo-Indian	1
Northern Landholders I	1

Southern Landholders	1
Madras Planters	1
Madras Chamber of Commerce	2
Madras Trades Association	1
Nattukottai Nagarathars' Association	1
	16

In the 1923 gneral elections, 20 candidates were returned unopposed in the following constituencies:—

Cocanada City non-Muhammadan Urban ...	1
South Kanara non-Muhammadan Rural ...	1
Kurnool non-Muhammadan Rural	2
Rāmnād non-Muhammadan Rural	2
East Coast Muhammadan Rural	1
Tanjore Muhammadan Rural	1
Rāmnād *cum* Tinnevelly Muhammadan Rural...	1
South Kanara Muhammadan Rural	1
Indian Christian Constituency—Tanjore, Trichinopoly *cum* Madura	1
European	1
Anglo-Indian	1
Northern Landholders II	1
Southern Landholders	1
Planters	1
Madras Chamber of Commerce	2
Trades Association	1
Nattukottai Nagarathars' Association	1
	20

In the 1926 general elections, 20 candidates were returned unopposed from the following constituencies:—

South Kanara non-Muhammadan Rural ...	1
Rāmnād non-Muhammadan Rural	2
Trichinopoly non-Muhammadan Rural... ...	2
The Nilgiris non-Muhammadan Rural... ...	1
Tanjore Muhammadan Rural	1
Rāmnād *cum* Tinnevelly Muhammadan Rural..	1
Malabar Muhammadan Rural	2
South Kanara Muhammadan Rural	1
European	1
Southern Londholders	1
West Coast Landholders	1
Madras University	1
Planters	1
Chamber of Commerce	2
Trades Association	1
Nattukottai Nagarathars' Association	1
	20

Legislative Assembly.

In the 1920 general elections, four candidates were returned unopposed in the following constituencies:—

Non-Muhammadan Rural Ganjām *cum* Vizagapatam	1
North Madras Muhammadan	1
West Coast and the Nilgiris Muhammadan ...	1
Madras European	1
	4

In the 1923 general elections, three candidates were returned unopposed in the following constituencies:—

West Coast and the Nilgiris Muhammadan ...	1
Madras European	1
Madras Indian Commerce	1
	3

In the 1926 general elections, seven candidates were returned unopposed in the following constituencies:—

Non-Muhammadan Rural (Madras Ceded Districts and Chittoor)	1.
Non-Muhammadan Rural (Salem and Coimbatore *cum* North Arcot)	1
Non-Muhammadan Rural (Tanjore *cum* Trichinopoly)	1
South Madras Muhammadan	1
West Coast and the Nilgiris Muhammadan ...	1
Madras European	1
Madras Indian Commerce	1
	7

Council of State.

(No cases.)

9.—Joint Candidature.

Definite information is not available as regards the extent to which joint candidature was adopted. It is, however, generally clear that during the general elections of 1926 the Swarajist Party candidates worked jointly in several constituencies in canvassing votes, etc., and the Justice Party candidates canvassed together to a limited extent.

10.—Multiple Candidature.

In the 1920 elections, in the Tanjore non-Muhammadan Rural constituency, Mr. V. S. Sattayappa Pillai and in the North Central Landholders' Constituency Diwan Bahadur T. Rangachari stood

for elections to the Madras Legislative Council as also to the Legislative Assembly. The former was defeated in both the constituencies but the latter was successful in the Madras City constituency of the Legislative Assembly. During the 1920 elections, Mr. Kavalappara Muppil Nayar stood for election both to the Legislative Council and the Legislative Assembly from the West Coast Landholders' constituency of the Madras Legislative Council and the West Coast and the Nilgiris non-Muhammadan Rural Constituency of the Legislative Assembly. This candidate was successful in the Legislative Assembly constituency but failed in the Council constituency.

There was no case of a candidate being successful in two constituencies one of the Council and one of the Assembly.

There was no multiple candidature during the elections of 1923 and 1926.

11.—ADMINISTRATIVE MACHINERY AND ITS DIFFICULTIES.

The machinery employed for the scrutiny of nominations in regard to all general constituencies consists of officers of Government, i.e., the Commissioner, Corporation of Madras, Collectors of districts and the Secretary to Government, Law Department. As regards the University Constituency of the Council the Vice-Chancellor of the University conducts the scrutiny and for the Commerce and Industry constituencies, the Secretaries or Chairmen of the Chambers or Associations are in charge of the scrutiny. The machinery has been found suitable and no complaints have been received challenging its fitness or impartiality. No special difficulty has been encountered by any of the officers in the performance of this work.

IV.—ELECTIONS.

1.—ARRANGEMENTS MADE—POLLING AREAS—TIME OF VOTING—POLLING AGENCY—EXPERIENCE GAINED.

Legislative Council and Assembly.

Polling areas.—Under the regulations, each registration area can be divided into separate polling areas. These polling areas are determined by the Commissioner of the Corporation in the City of Madras, by the Chairman, Municipal Council in the mufassal municipalities and by the Revenue Divisional Officers in other areas. Polling areas are so arranged as to give electors such reasonable facilities for voting as are practicable under the circumstances. Different polling areas may also be prescribed for different constituencies in the same registration area. A Returning Officer can appoint for each constituency as many polling stations as he thinks necessary and appoint for each polling station a presiding officer and such other persons to assist him as he thinks necessary. The number of polling stations were increased by about 50 per cent during the last general elections and as it was found

that some electors in a polling area managed to vote at different polling stations, it has recently been decided to have only one polling station for each polling area. It is considered that at these polling stations there may, in cases where it is necessary, be appointed several presiding officers, each presiding officer to be allotted a certain number of electors in that polling area and station. The following instructions are borne in mind in the selection of polling stations. Due regard is paid to the convenience of electors, the distance they have to travel and the facilities for communication. Preference is given to centres which are easy of access from the surrounding villages, where there are hotels or rest-houses for the convenience of electors. Care is taken to prevent overcrowding. It has not been considered necessary to fix any maximum limit as to the number of electors who should vote at a polling station or as to the maximum distance between a polling station and the villages included in its area.

Times of voting.—The regulation framed by this Government required that polling should commence at 7 a.m. and be completed at 6 p.m. on the date fixed for polling. Hitherto only one day has been fixed for polling and that day is treated as a public holiday throughout the Presidency. The Returning Officer may, with the previous consent of the Local Government, postpone the date or extend the period fixed for polling. This power is intended to be exercised in exceptional cases, e.g., where owing to breaches of roads or railways, electors are unable to reach a polling area or owing to a riot at a station polling has to be adjourned.

Polling agencies.—The appointment of presiding officers is vested in the Returning Officer. The presiding and polling officers have been as far as possible officials and drawn from the following classes:—

(*a*) Officers of the Revenue, Public Works, Forests, Excise and Educational departments.

(*b*) Sub-Registrars and clerks of the Registration Department.

(*c*) Sub-Assistant Surgeons.

(*d*) Officers of the Public Health Department, and

(*e*) Officers in the employ of local bodies and municipal councils.

When difficulty is found in finding the required number of presiding or polling officers from among officials, Honorary Magistrates and others, non-officials are selected. Care is taken as far as practicable to avoid the choice of persons who have a personal interest in the elections or those who have been actively canvassing votes for any candidates.

Experience gained.—Experience has shown that separate polling booths for female electors will bring to the poll a large number of such electors.

Council of State.

Voting is by post in both these constituencies and ballot papers have to reach the Returning Officer by registered post on or before the date fixed or put into the ballot box on the polling date during the fixed hours. The ballot box is kept in the presence of the Returning Officer, who also keeps in his safe custody all the envelopes containing the ballot papers received by him on or before the date fixed for the ballot. No difficulty has been experienced in the ballot of the two constituencies.

2.—MEANS OF SECURING THE ATTENDANCE OF VOTERS.

(*a*) *Canvassing, paid canvassers, addresses, posters, hand-bills and corrupt practices.*—Canvassing was done personally by candidates and their agents. Some canvassers were honorary, receiving touring expenses. Paid canvassers were also employed. Addresses were delivered both by candidates and by their party men. In some districts, canvassing was done by advertisements in newspapers which also helped candidates whose policy they favoured. Posters were largely used in towns. Hand-bills were distributed both in towns and in rural areas. Influence was exerted on voters through landlords, village officers, vakils and money-lenders. Presidents of local boards used their influence as such either for themselves as candidates or for other candidates whom they favoured and in such cases they were helped by servants of the local boards and others connected with them, e.g., contractors. They sometimes manipulated the posting of subordinates so as to give them stations where they could successfully influence voters. In one district they are reported to have brought pressure on bus-owners to dissuade them from carrying electors who were likely to vote for candidates with whom the President did not sympathise. Refreshments and conveyances were sometimes provided for voters. In regard to Christian candidates, priests in some cases openly announced the name of the candidates for whom their congregation should vote and the latter loyally obeyed them. References have been made by some of the Returning Officers to the existence of corrupt practices but none of them were sufficiently definite to merit an enquiry. It has been stated by several Collectors that votes were purchased.

(*b*) *Voting* en bloc.—Votes were often polled in batches. Groups of voters were brought to the polling station by the agents of candidates, by village officers and other influential men in villages, by money-lenders, by landholders. Paid agents kept a sharp outlook on the voters and saw to their appearance at the polling booth.

Council of State.

Some candidates in the two constituencies appear to have collected the votes at most of the centres and despatched them in a lot from the stations where they were collected.

3.—Use made of the vote, proportion of electors voting at the different elections, growth of the use of the franchise.

The following statements give the information:—

Legislative Council.

Year.	Total number of electors in contested constituencies.	Total number polled.	Percentage.
1920	1,214,581	303,558	24·9
1923	1,174,808	425,983	36·26
1926	1,237,039	598,360	48·6
Female Electors.			
1923	82,367	9,361	11·36
1926	106,274	20,418	19·2
Legislative Assembly.			
1920	219,442	60,617	27·6
1923	252,545	103,386	40·9
1926	195,495	94,700	48·0
Female Electors.			
1923	13,091	1,363	10·41
1926	13,179	2,910	22·00
Council of State.			
1920	2,290	1,694	73·9
1925	2,691	2,357	87·5

There has thus been an appreciable increase in the use made of the vote by the electors for the various legislatures.

4.—Conduct of Voters.

(*a*) *Illiterate voters—Method of recording votes.*—At the time of the last general elections, the rule in regard to the method of marking votes of illiterate electors was as follows:—

"If the elector is unable to read the ballot paper and applies for assistance in doing so, the presiding officers shall read it for him. If required by the elector to mark the ballot paper, the presiding officer shall mark it according to the directions of the elector and give it back to him to be put into the ballot box."

As a result of the experience gained at the last general elections the rule has recently been altered as follows:—

"If the elector states that he cannot record his vote himself, the presiding officer shall ascertain from him for whom he wishes to vote and shall mark his ballot paper accordingly and give it to him to be put in the ballot box."

(*b*) *Record of women's votes.*—One Collector reported that he had made special arrangements for female voters in an urban area as well as in rural parts wherever necessary by providing separate entrance and compartments. In that urban constituency, it was found that 73 per cent exercised their franchise. Some Collectors are also of opinion that provision should be made for separate polling stations for women in the principal towns with a female polling officer. During the last elections, female polling officers were employed at a few stations. Orders have recently been issued by this Government instructing Returning Officers to make wherever possible special provision for the recording of the votes of female voters.

(*c*) *Treating.*—Treating to an organized extent was not prevalent but instances were not rare in which it was found that some voters were treated either to light refreshments or to meals and even to toddy and arrack.

(*d*) *Personation.*—During the last three elections, false personation cases brought to notice were only two. No action was taken in these cases for want of sufficient evidence.

It is noted that doubtful votes were introduced at moments of the greatest rush.

(*e*) *Tendered votes—Legislative Council.*—Information is not available as regards the number of votes tendered during the general elections of 1920.

In the 1923 general elections, the number polled was 425,983. One hundred and thirty-four votes were tendered during that election.

In the general elections of 1926, the number polled was 598,360. Four hundred and forty-eight votes were tendered.

Legislative Assembly.—Information is not available as regards the number of votes tendered during the general elections of 1920.

In the 1923 general elections, the number polled was 103,386. About a dozen votes were tendered.

In the general elections of 1926, the number of votes polled was 94,700. Twenty-seven votes were tendered.

(*f*) *Election Agents.*—Most of the candidates appointed themselves as election agents. They also employed agents paid or unpaid to tour throughout the constituency and secure votes. The agents generally worked with the help of influential landlords.

(*g*) *Disorders at elections.*—In the 1920 elections, owing to the adoption of the programme of non-co-operation and the inclusion in it of an item of boycott of the new Councils, there were disturbances at a few stations by the gathering of mobs with a view to dissuade voters not to go to the poll. But the disturbances were not of a very serious nature.

There were no disorders of any kind worth mentioning during the general elections of 1923 and 1926.

(*h*) *Invalid votes.*—The following statements show the number of votes polled, and the number of invalid votes at the different general elections:—

Year.	Number polled.	Invalid votes
	Legislative Council.	
1920	303,558	12,562
1923	425,983	12,080
1926	598,360	15,629
	Legislative Assembly.	
1920	60,715	2,648
1923	103,386	3,136
1926	94,700	3,494
	Council of State.	
1920	1,694	36
1925	2,357	78

5.—Special Methods of Voting.

(*a*) *Postal voting.*—The system of voting by post obtains in the following constituencies of the Madras Legislative Council:—

(i) European,
(ii) Anglo-Indian,
(iii) Landholders,
(iv) Madras University,
(v) Madras Planters,
(vi) Madras Chamber of Commerce,
(vii) Madras Trades Association,
(viii) Southern Indian Chamber of Commerce, and
(ix) Nattukottai Nagarathars' Association.

It is also in force for elections to the Council of State and for (i) the European, (ii) Madras Landholders and (iii) Madras Indian Commerce constituencies of the Legislative Assembly.

The system of voting by post was alleged to give room for abuses. The question was re-examined recently and it has been decided to continue the system of voting by post. The postal vote system was misused only in the case of the second election to the Council of State. Further, if the postal voting system were abolished the effect would be that a large number of lady electors would not go to the polling station. Great zamindars also will not go to the polling booth to record their votes. The effect of abolishing the postal voting system would be practically a disenfranchisement of these electors.

(*b*) *Proportional representation.*—There is no case of voting by proportional representation in any of the constituencies of the Madras Legislative Council or the Legislative Assembly.

The system is in force for elections to the Council of State. No difficulties have been felt.

6.—Results, Status, etc., of candidates returned.

Legislative Council.

There are 132 members in the Legislative Council barring three special members nominated as experts. Of the 132 members, 36 are lawyers, 38 are landlords, 27 are businessmen, 12 are professional men, 4 are retired officials and 11 are officials.

Legislative Assembly.

There are 3 landlords, 4 vakils, 3 businessmen, 7 professional men and 1 retired official besides 2 officials as members from Madras.

Council of State.

There is 1 landlord, 1 vakil, 1 businessman, 1 doctor, 1 retired official besides an official as member from Madras.

7.—Election Petitions.

Legislative Council.

There were two petitions during the first general elections, four petitions during the second general elections and two during the third general elections. There were also two petitions in 1922 during bye-elections.

In the case of the first petition relating to the Tanjore non-Muhammadan Rural Constituency, the election was declared void. The other election petitions were either dismissed or withdrawn.

Legislative Assembly.

There was an election petition in 1920 from Mr. M. K. Acharya against the election of Mr. M. K. Reddiyar to the Legislative Assembly by the South Arcot *cum* Chingleput constituency. The petition was rejected by the Governor-General as the petitioner failed to deposit a sum of Rs. 1,000 as required by the rules. The allegations in the petition were inadequate number of polling stations and unsatisfactory polling arrangements, high official influence, etc. Though the petition was rejected, the allegations were enquired into and nothing was proved.

There was an election petition in 1920 presented by two electors against the election of Mr. M. Sambandam Mudaliyar by the Salem and Coimbatore *cum* North Arcot Constituency of the Legislative Assembly. The election was declared void by the Court of Election Commissioners as they thought that the result of the election was materially affected by the non-compliance with the provisions of the Act and Rules and regulations in the matter of the fixing of the polling stations at Buddireddipatti railway station. The candidate had been previously declared elected by a majority of seven.

In the elections of 1923, there was an election petition by an elector against the election of Mr. Sadasiva Bhat by the Malabar, South Kanara and the Nilgiris Constituency of the Legislative

Assembly. The allegations in the petition related to corrupt practices. The Court of Election Commissioners who enquired into the petition held that no corrupt practice by the respondent had been proved and dismissed the petition.

Council of State.

There was one petition against the election of Sir Annamalai Chettiyar filed by a defeated candidate, Mr. K. V. Rangaswami Ayyangar. The allegations in the petition were of corrupt practices. The Election Commissioners appointed to enquire into the petition reported that the respondent had been duly elected and dismissed his petition.

8.—Costs.

(*a*) *To Government.*—The cost to Government of the general elections is as follows:—

Year of general election.	Cost.
	RS.
1920	2,84,773
1923	81,007
1925	1,335
1926	1,47,470

(*b*) *To candidates—Legislative Council.*—In 1920, the election expenses for urban and rural constituencies amounted to about Rs. 1,000 a candidate. They were often less but in a few cases much higher. For urban seats, Sir C. P. Ramaswami Ayyar (Madras) returned an expenditure of Rs. 29,500 and Diwan Bahadur O. Thanikachalam Chettiyar (Madras) Rs. 11,000 and for rural seats, Mr. C. N. Mutturanga Mudaliyar (Chingleput) returned Rs. 15,000 and Diwan Bahadur M. Krishnan Nayar (Malabar) Rs. 11,000.

In 1923, the election expenses for urban and rural constituencies amounted to about Rs. 3,000 a candidate, the expenditure for urban seats going up to Rs. 8,800 in the case of Mr. L. K. Tulasiram (Madura) and for rural seats up to Rs. 11,000 for Diwan Bahadur M. Krishnan Nayar (Malabar).

In 1926, the expenses for urban constituencies were about Rs. 2,500 and those for rural about Rs. 3,000 a candidate. For urban constituencies they went up to Rs. 5,100 in the case of Diwan Bahadur O. Thanikachalam Chettiyar (Madras) and four Swaraj candidates (Madras) who worked together with a common election agent showed a joint expenditure of Rs. 9,500. For rural constituencies, the expenditure went up to Rs. 25,600 in the case of Sir T. N. Sivagnanam Pillai (Tinnevelly) and Rs. 15,300 for Mr. K. R. Venkatarama Ayyar (Madura).

Legislative Assembly.

The expenditure per candidate was about Rs. 2,000 in 1920, Rs. 2,500 in 1923 and Rs. 3,000 in 1926. The highest amount was incurred for the Madura and Ramnad *cum* Tinnevelly non-Muhammadan Constituency, the figure being Rs. 10,000 in 1920, Rs. 8,000 in 1923 and Rs. 10,000 in 1926.

Council of State.

In the elections of 1920, the cost averaged about Rs. 3,000 a candidate, the amount rising to Rs. 13,000 in the case of Mr. K. V. Rangaswami Ayyangar and Rs. 11,000 in that of Sir Annamalai Chettiyar.

In the elections of 1925, the cost averaged about Rs. 5,000, the amount rising to Rs. 10,000 in the case of Mr. K. V. Rangaswami Ayyangar.

APPENDIX I.

MADRAS LEGISLATIVE COUNCIL.

Nature and name of the constituency.	Area in square miles.	Population in 1921		Estimated number of voters.	Number of electors on the electoral roll in 1920..	Number of electors on the electoral roll in 1923.		Number of electors on the electoral roll in 1926.	
		Male.	Female.			Male.	Female.	Male.	Female.
Non-Muhammadan Urban.									
1 Madras City	29	225,420	204,192	12,000	16,553	17,169	4,718	18,023	4,511
2 Madura City	8	61,190	60,074	10,000	6,583	8,693	1,377	9,610	1,924
3 Trichinopoly-Srirangam ..	13·59	55,535	55,784	3,500	4,507	5,507	1,128	5,608	1,307
4 Cocanada City	6	24,213	25,019	..	1,287	1,168	255	1,534	316
5 Vizagapatam City	5·25	20,039	20,272	..	992	1,215	186	1,641	288
6 Tinnevelly *cum* Palamcottah	12	36,745	38,603	3,000	3,156	3,054	542	3,863	750
Non-Muhammadan Rural.									
7 Anantapur	6,722	445,979	420,008	8,000	23,199	22,166	935	23,990	1,380
8 Arcot, North	4,954	944,747	956,488	29,000	58,686	59,031	2,971	57,878	4,421
9 Arcot, South	4,207	1,086,584	1,101,785	21,000	58,970	66,567	5,027	67,353	6,538
10 Bellary	5,713	392,440	378,999	15,000	27,676	29,271	2,660	35,503	2,058
11 Chingleput	3,071	718,721	798,350	22,000	43,426	42,342	5,497	44,918	6,189
12 Chittoor	5,611	610,272	587,093	11,000	39,897	42,854	2,467	44,647	3,314
13 Coimbatore	7,225	1,067,149	1,078,357	*25,000	57,075	55,762	2,982	57,656	4,465
14 Cuddapah	5,918	384,492	371,273	14,000	25,156	24,457	1,723	24,118	2,184
15 Ganjam	8,381	988,116	1,171,766	17,000	65,761	64,065	1,950	69,890	1,695
16 Godavari, East	2,539	775,123	807,028	31,000	44,281	44,009	1,734	44,481	2,851
17 Godavari, West	..	..	..	..	..	..	..	33,932	3,299
18 Guntur	5,735	7,68,695	756,651	43,000	83,014	56,803	4,434	66,703	7,072

* Including the Nilgiris.

MADRAS LEGISLATIVE COUNCIL—*cont.*

Nature and name of the constituency.	Area in square miles.	Population in 1921.		Estimated number of voters.	Number of electors on the electoral roll in 1920.	Number of electors on the electoral roll in 1923.		Number of electors on the electoral roll in 1926.	
		Male.	Female.			Male.	Female.	Male.	Female.
Non-Muhammadan Rural—cont.									
19. Kanara, South	4,021	479,165	510,093	11,000	21,139	18,756	5,751	19,025	5,627
20. Kistna	5,907	979,237	988,237	55,000	87,669	79,735	6,792	55,523	5,092
21. Kurnool	7,580	373,267	355,427	14,000	27,666	26,564	1,911	27,123	2,476
22. Madura	4,899	853,641	887,954	29,000	65,489	54,596	3,427	52,953	3,901
23. Malabar	5,793	987,658	1,054,018	12,500	26,901	31,201	2,979	34,474	3,867
24. Nellore	7,973	625,807	618,068	20,000	51,795	47,932	2,691	51,511	5,277
25. Ramnad	4,838	730,301	790,278	11,000	46,689	48,949	1,984	46,703	2,536
26. Salem	6,912	1,018,955	1,030,529	21,000	59,323	52,352	1,642	49,483	3,145
27. Tanjore	3,727	1,015,789	1,090,265	35,000	54,733	54,605	6,643	62,511	8,681
28. Tinnevelly	4,313	748,279	776,356	15,000	44,110	39,136	3,167	45,164	5,158
29. Trichinopoly	43,055	800,700	835,161	9,000	45,445	40,483	2,650	42,326	3,635
30. Vizagapatam	17,283	1,521,600	1,589,451	24,000	70,628	66,532	1,026	65,332	1,075
31. The Nilgiris	982	52,846	46,731	† 25,000	1,291	1,533	87	1,672	86
Muhammadan Urban.									
32. Madras City	29	29,081	24,082	1,500	2,839	2,850	491	2,287	475
33. Madura and Trichinopoly *cum* Srirangam.	21½	13,382	12,402	500	1,197	1,547	257	1,913	372
Muhammadan Rural.									
34. Northern Circars	37,698	63,712	63,606	2,000	3,529	3,370	257	3,639	447
35. East Coast (Muhammadan),	19,319	145,724	139,052	1,500	6,156	4,780	226	4,851	403
36. Ceded districts (Muhammadan).	25,933	206,807	194,564	2,500	6,715	6,600	285	6,900	376

37. North Arcot cum Chingleput.	*9,025*	*75,739*	*76,062*	*2,500*	*4,125*	*3,941*	*276*	*3,894*	*379*
38. Central districts (Muhammadan).	19,326	86,635	80,399	2,500	4,118	4,296	327	4,417	432
39. Tanjore (Muhammadan) ..	3,727	57,522	73,131	2,500	4,054	4,109	787	4,670	1,096
40. Madura *cum* Trichinopoly (Muhammadan)	9,204½	57,424	59,645	2,000	3,441	3,299	336	3,362	426
41. Ramnad *cum* Tinnevelly (Muhammadan)	9,163	96,103	129,114	2,500	5,426	4,946	433	5,295	419
42. Malabar (Muhammadan) ..	5,793	496,664	507,882	5,000	12,055	12,360	1,549	13,785	1,744
43 South Kanara	4,021	75,007	76,549		1,772	1,809	330	1,659	384
Indian Christian.									
44 Northern districts (Christian)	51,406	168,324	164,960		3,848	3,308	188	3,325	181
45. Central districts (Christian).	43,805	126,790	127,754		3,014	3,464	369	4,576	532
46 West Coast (Christian) ..	24,933	108,608	109,850	6,000	2,607	2,984	411	3,423	698
47 Tanjore and Trichinopoly *cum* Madura (Christian).	12,953	119,468	124,312		4,386	4,493	356	4,761	589
48 Ramnad *cum* Tinnevelly (Christian)	9,163	133,556	143,593		5,544	5,957	384	6,183	592
49 European	Presidency.	5,698	5,090	..	1,489	2,019	308	2,560	268
50 Anglo-Indian	Do.	11,603	11,878	..	1,399	2,063	346	2,351	465
Landholders									
51. Northern Landholders, I ..	25,570	..	..	..	86	45	2	48	5
52 Northern Landholders, II ..	17,863	..	..	..	66	64	12	70	12
53 North Central Landholders..	42,617	..	..	..	95	7	3	87	2
54. South Central Landholders..	23,298	..	..	..	55	52	1	46	1

† Including Coimbatore district.

MADRAS LEGISLATIVE COUNCIL—*cont.*

Nature and name of the constituency.	Area in square miles	Population in 1921.		Estimated number of voters.	Number of electors on the electoral roll in 1920.	Number of electors on the electoral roll in 1923.		Number of electors on the electoral roll in 1926.	
		Male.	Female.			Male.	Female.	Male.	Female.
Landholders—cont.									
55. Southern Landholders ..	22,116	..	..	..	56	54	4	62	5
56. West Coast Landholders ..	10,795	..	..	..	200	230	9	246	14
57 Madras University	..	..	..	..	5,463	7,804	36	9,609	53
Planting									
58. Madras Planters	..	..	..	..	349	444	10	542	8
Commerce and Industry.									
59. Madras Chamber of Commerce.	..	..	..	..	95	53	..	96	..
60. Madras Trades Association (Commerce and Industry).	..	..	..	..	26	23	..	16	..
61. Southern India Chamber of Commerce.	..	..	..	..	235	234	..	185	..
62. Nattukkottai Nagarathars' Association.	..	..	..	..	619	615	..	938	..
Total ..	..	20,870,749	21,448,236	552,000	1,248,156	1,194,594	89,329	1,260,944	116,522
		42,318,985				1,283,928		1,377,466	

LEGISLATIVE ASSEMBLY.

Madras Constituencies.

Nature and name of the constituency.	Area.	Population in 1921.		Number on the Electoral Roll in 1920.	Number of electors in 1923.		Number of electors in 1926.	
		Male.	Female.		Male.	Female.	Male.	Female.
1. Non-Muhammadan Urban, Madras City ..	29	245,304	225,510	5,781	7,621	2,358	8,753	2,790
2 Non-Muhammadan Rural, Ganjam *cum* Vizagapatam.	22,620	2,539,138	2,791,107	35,152	40,601	534	40,886	552
3 Non-Muhammadan Rural, East Godavari. West Godavari *cum* Kistna.	15,078	1,834,664	1,875,193	50,358	43,777	1,645	43,468	1,993
4. Non-Muhammadan Rural, Guntur *cum* Nellore.	13,708	1,498,593	1,476,481	32,229	23,799	1,346	24,349	1,811
5 Non-Muhammadan Rural, Madras, Ceded Districts and Chittoor.	31,544	2,254,215	2,169,509	22,834	22,026	914	23,768	1,265
6 Non-Muhammadan Rural, Salem and Coimbatore *cum* North Arcot.	19,091	3,070,977	3,104,380	18,467	17,683	478	18,554	1,018
7 Non-Muhammadan Rural, South Arcot *cum* Chingleput.	7,278	1,853,233	1,858,451	18,980	16,689	922	17,017	1,266
8 Non-Muhammadan Rural, Tanjore *cum* Trichinopoly	8,046	1,959,648	2,074,497	20,326	18,084	1,491	21,028	1,986

LEGISLATIVE ASSEMBLY—*cont.*

Madras Constituencies—cont.

Nature and name of the Constituency.	Area.	Popalation in 1921.		Number on the Electoral Roll in 1920.	Number of electors in 1923.		Number of electors in 1926.	
		Male.	Female.		Male.	Female.	Male.	Female.
9. Non-Muhammadan Rural, Madura and Ramnad *cum* Tinnevelly.	14,070	2,596,576	2,728,910	26,961	27,344	1,135	30,789	2,163
10. Non-Muhammadan Rural, West Coast and the Nilgiris.	10,796	1,608,708	1,702,620	15,509	14,039	1,821	14,469	2,453
11. Muhammadan, North Madras	82,950	416,243	397,222	2,045	1,888	75	2,027	112
12. Muhammadan, South Madras	48,514	411,733	452,224	5,373	5,381	345	6,080	435
13. Muhammadan Rural, West Coast and the Nilgiris.	10,796	576,024	587,042	2,694	2,547	211	2,987	297
14 Madras European (European)	..	5,698	5,090	1,153	1,695	136	2,250	167
15 Landholders	..	..	..	558	522	27	558	39
16. Madras Indian Commerce	..	..	..	2,066	1,717	13	2,224	28
Total ..	..	20,870,749	21,448,236	260,486	245,413	13,451	259,207	18,375
		42,318,985			258,864		277,582	

Council of State.

Madras Constituencies.

Nature and name of the constituency.	Area.	Population in 1921.	Number of electors on the electoral roll.		
			In 1920.	In 1924.	In 1925.
Madras (Non-Muhammadan) Constituency.	Madras Presidency.	39,478,497	2,169	2,349	2,559
Madras (Muhammadan) Constituency.	Do.	2,840,488	121	121	132
Total ..	..	42,318,985	2,290	2,470	2,691

Nature and name of the constituency.	1920—Elections.		Invalid votes.	Number on the roll.	
	Number of electors.	Number polled.		Male.	Female.
Non-Muhammadan Urban.					
1. Madras City	16,553	8,700	252	17,169	4,718
2. Madura City	6,583	3,110	150	8,693	1,377
3. Trichinopoly *cum* Srirangam.	4,507	1,961	125	5,507	1,128
4. Cocanada City	1,287	..	..	1,168	255
5. Vizagapatam City	992	717	43	1,215	186
6. Tinnevelly *cum* Palamcottah.	3,156	2,258	64	3,054	542
Non-Muhammadan Rural					
7. Anantapur	23,199	10,588	1,321	22,166	935
8. Arcot, North	58,686	7,747	222	59,031	2,971
9. Arcot, South	58,970	13,782	332	66,567	5,027
10. Bellary	27,676	14,087	832	29,271	2,660
11. Chingleput	43,426	22,872	1,233	42,342	5,497
12. Chittoor	39,897	11,522	292	42,853	2,467
13. Coimbatore	57,075	13,257	391	55,762	2,982
14. Cuddapah	25,156	9,293	318	24,457	1,723
15. Ganjam	65,761	14,975	298	64,065	1,950
16. Godavari, East	44,281	9,950	311	44,009	1,734
17. Godavari, West	..	..	..	..	..
18 Guntur	83,014	9,594	172	56,803	4,434
19. Kanara, South	21,139	4,360	163	18,756	5,751
20. Kistna	87,669	12,214	166	79,795	6,792
21. Kurnool	27,666	12,110	158	26,564	1,911
22. Madura district	65,489	9,956	804	54,796	3,427
23. Malabar	26,901	15,906	391	31,201	2,979
24. Nellore	51,795	8,688	202	47,932	2,691
25 Ramnad	46,689	17,584	560	48,949	1,984
26 Salem	59,323	9,811	368	52,352	1,612
27. Tanjore	54,733	14,279	1,264	54,605	6,643
28. Tinnevelly district	44,110	10,614	713	39,136	3,167
29 Trichinopoly district	45,445	7,286	172	40,483	2,650
30 Vizagapatam district	70,628	12,846	464	66,532	1,026
31. The Nilgiris	1,291	1,059	74	1,533	87
Muhammadan Urban.					
32. Madras City	2,839	..	..	2,850	491
33. Madura and Trichinopoly *cum* Srirangam.	1,197	101	12	1,547	257
Muhammadan Rural					
34 Northern Circars	3,529	267	14	3,370	257
35 East Coast (Muhammadan)	6,156	211	5	4,780	226
36. Ceded Districts (Muhammadan)	6,715	1,635	34	6,600	285
37. North Arcot *cum* Chingleput	4,125	..	..	3,941	276

COUNCIL.

luencies.

1923.				1926.					
Number polled.		Invalid votes	Tendered votes.	Number of voters on the electoral roll.		Number of votes polled.		Invalid	Tendered.
Male.	Female.			Male.	Female.	Male.	Female		
10,697	2,177	318	21	18,023	4,511	13,148	2,791	591	30
5,299	582	194	10	9,610	1,924	7,932	1,176	243	7
3,342	519	108	10	5,608	1,307	3,727	688	145	2
..	..	..	..	1,534	316	1,169	233	23	0
903	80	26	2	1,641	288	1,032	155	40	1
2,483	285	60	0	3,863	780	2,899	381	84	2
9,376	93	208	3	23,990	1,380	11,815	235	464	1
17,123	106	545	1	57,878	4,121	21,030	342	793	5
22,773	231	1,099	3	67,353	6,533	26,899	498	865	4
14,151	358	230	4	35,503	3,059	16,483	456	369	0
19,421	682	742	7	44,918	6,189	27,841	1,558	1,012	23
19,445	154	554	2	44,647	3,314	22,072	402	536	9
19,627	464	470	0	57,656	4,465	25,279	1,313	1,132	7
9,299	133	277	1	24,118	2,184	13,534	404	286	7
16,806	51	191	2	69,890	1,695	28,717	139	491	0
20,781	98	295	5	44,481	2,851	24,869	249	367	3
..	..	..	..	33,932	3,299	21,024	259	438	4
20,972	181	386	0	66,703	7,072	32,396	321	357	2
8,203	402	158	0	19,025	5,627	8,915	940	423	6
31,120	118	690	3	55,523	5,092	37,687	744	556	13
..	..	..	..	27,123	2,476	15,018	607	440	9
16,092	137	1,276	4	52,953	3,901	23,584	359	1,174	7
20,171	571	790	6	37,474	3,867	19,834	755	684	6
15,164	226	176	4	51,511	5,277	28,914	607	619	7
..	..	..	..	46,703	2,536	..	..	..	..
13,281	234	592	6	49,483	3,145	20,781	632	445	23
20,770	154	717	3	62,511	8,681	37,786	943	1,134	16
18,586	186	810	9	45,164	5,158	28,149	748	1,053	22
7,995	66	218	1	42,326	3,635	..	..	..	..
14,903	105	285	0	65,332	1,075	20,004	221	535	2
1,202	42	42	3	1,672	86	..	..	..	..
1,716	54	97	6	2,287	475	1,923	134	97	12
1,179	114	57	9	1,913	372	506	10	10	0
1,928	42	55	3	3,639	447	2,552	133	81	2
..	..	..	..	4,851	403	2,392	24	106	5
3,706	33	83	..	6,900	376	3,985	88	142	1
2,072	14	99	1	3,894	379	2,399	44	105	4

MADRAS LEGISLATIVE

Madras Consti

Nature and name of the constituency.	1920—Elections		Invalid votes.	Number on the roll.	
	Number of electors.	Number polled.		Male.	Female.
Muhammadan Rural—cont.					
38. Central Districts (Muhammadan.)	4,118	506	14	4,296	327
39 Tanjore (Muhammadan) ..	4,054	835	51	4,109	787
40. Madura *cum* Trichinopoly (Muhammadan).	3,441	..	..	3,299	336
41 Ramnad *cum* Tinnevelly (Muhammadan).	5,426	..	..	4,946	433
42 Malabar (Muhammadan) ..	12,055	..	..	12,360	1,549
43. South Kanara	1,772	..	..	1,809	330
Indian Christian					
44 Northern Districts (Christian)	3,818	1,328	28	3,308	188
45 Central Districts (Christian).	3,014	1,984	66	3,464	369
46 West Coast (Christian) ..	2,601	1,666	50	2,984	411
47 Tanjore and Trichinopoly *cum* Madura (Christian).	4,386	1,726	66	4,493	356
48 Ramnad *cum* Tinnevelly (Christian).	5,544	3,018	145	5,357	384
49. European	1,489	132	1	2,019	308
50 Anglo-Indian	1,399	..	..	2,063	346
Landholders.					
51 Northern Landholders, I ..	86	..	..	45	2
52. Do II ..	66	29	..	64	12
53 Northern Central Landholders	95	57	3	7	3
54 South Central Landholders ..	55	40	1	52	1
55 Southern Landholders ..	56	..	..	54	4
56. West Coast Landholders ..	200	144	3	230	9
57. Madras University	5,463	3,612	108	7,804	36
Planting.					
58. Madras Planters	349	..	..	444	10
Commerce and Industry.					
59 Madras Chamber of Commerce	95	..	..	53	..
60. Madras Trades Association (Commerce and Industry)	26	..	..	23	..
61 Southern India Chamber of Commerce.	235	142	6	234	..
62 Nattukkottai Nagarathars' Association.	619	..	..	615	..
Total ..	1,248,156	303,558	12,562	1,1 94,594	89,329
				1,283,923	

COUNCIL—*cont.*

tuencies—cont.

1923.				1926.					
Number polled.		Invalid votes.	Tendered votes.	Number of voters on the electoral roll.		Number of votes polled.		Invalid	Tendered.
Male.	Female.			Male.	Female.	Male.	Female.		
2,608	41	73	0	4,417	432	2,329	19	107	0
..	..	..	..	4,670	1,096	..	..	..	..
1,979	10	55	0	3,362	426	2,600	122	97	7
..	..	..	..	5,295	419	..	..	..	..
7,048	3	177	0	13,735	1,744	..	..	..	..
..	..	..	..	1,659	384	..	..	..	..
1,723	53	47	0	3,325	181	2,360	35	55	0
2,147	226	83	1	4,576	532	3,373	401	152	1
2,184	104	37	3	3,423	698	2,286	442	75	6
..	..	..	..	4,761	589	3,291	366	113	5
3,478	220	90	1	6,183	592	4,260	406	181	4
..	..	..	..	2,560	268	..	..	..	..
..	..	..	..	2,351	465	1,595	329	2	..
28	..	0	0	48	5	45	4	0	0
..	..	..	..	70	12	64	11	0	0
62	2	0	0	87	2	85	2	0	0
41	1	0	0	46	1	45	1	0	0
..	..	..	..	62	5	..	..	..	..
166	1	3	..	246	14	..	..	..	..
4,378	8	656	..	9,609	53	..	..	..	..
..	..	..	..	542	8	..	..	..	..
..	..	..	..	96	..	..	..	..	..
..	..	..	..	16	..	..	..	..	..
214	..	11	0	185	..	181	..	7	0
..	..	..	..	938	..	..	..	..	..
416,622	9,361	12,080	134	1,260,944	116,522	577,942	20,418	15,629	448
425,983				1,377,466		598,360			

LEGISLATIVE

Madras Consti

Nature and name of the constituency.	1920—Elections.		Invalid votes.	Number on the roll.	
	Number of electors.	Number polled.		Male.	Female.
1. Non-Muhammadan Urban, Madras City.	5,781	3,172	82	7,621	2,358
2. Non-Muhammadan Rural, Ganjam *cum* Vizagapatam.	35,152	..	..	40,601	534
3 Non-Muhammadan Rural, East Godavari and West Godavari *cum* Kistna.	50,358	9,009	..	43,777	1,645
4. Non-Muhammadan Rural, Guntur *cum* Nellore.	32,229	4,655	..	23,799	1,346
5. Non-Muhammadan Rural, Madras, Ceded Districts and Chittoor.	22,834	10,136	437	22,026	914
6. Non-Muhammadan Rural, Salem and Coimbatore *cum* North Arcot.	18,467	5,004	249	17,683	478
7. Non-Muhammadan Rural, South Arcot *cum* Chingleput.	18,980	7,459	487	16,689	922
8. Non-Muhammadan Rural, Tanjore *cum* Trichinopoly.	20,326	5,038	321	18,084	1,491
9. Non-Muhammadan Rural, Madura and Ramnad *cum* Tinnevelly	26,961	9,203	736	27,344	1,135
10. Non-Muhammadan Rural, West Coast and the Nilgiris (Non-Muhammadan).	15 509	5,688	280	14,039	1,821
11 Muhammadan, North Madras	2,045	..	..	1,888	75
12 Muhammadan, South Madras	5,373	349	21	5,881	345
13 Muhammadan Rural, West Coast and the Nilgiris	2,694	..	..	2,547	211
14. Madras European (European)	1,153	..	..	1,695	136
15 Landholders	558	296	24	522	27
16 Madras Indian Commerce.	2,066	706	11	1,717	13
Total ..	260,486	60,715	2,648	245,413	13,451
				258,864	

ASSEMBLY.

tuencies.

1923.				1926.					
Number polled.		Invalid votes.	Tendered votes.	Number of voters on the electoral roll.		Number of votes polled.		Invalid.	Tendered.
Male.	Female.			Male.	Female.	Male.	Female.		
4,861	719	129	1	8,753	2,790	6,681	1,623	231	9
10,175	38	313	0	40,886	552	14,436	86	652	1
17,036	22	..	..	43,468	1,993	26,342	169	839	2
9,588	121	303	7	24,349	1,811	11,523	90	379	1
11,177	107	314	0	23,768	1,265	..	..	..	..
7,654	75	291	3	18,554	1,018	..	..	..	..
9,085	64	430	1	17,017	1,266	10,316	155	416	3
9,431	28	381	0	21,028	1,986	..	..	..	..
10,942	104	574	0	30,789	2,163	12,494	373	604	8
7,820	62	284	0	14,469	2,453	8,238	372	313	3
1,081	4	32	0	2,027	112	1,295	10	58	0
2,946	17	85	0	6,080	435	..	..	..	..
..	..	..	..	2,987	297	..	..	..	..
..	..	..	..	2,250	167	..	..	..	..
227	2	..	..	558	39	465	32	2	0
..	..	..	..	2,224	28	..	..	..	..
102,023	1,363	3,136	12	259,207	18,375	91,790	2,910	3,494	27
103,386				277,582		94,700			

Council of State.

Madras Constituencies.

Nature and name of the constituency.	Elections, 1920.		Invalid votes.	Elections, 1925.		Invalid votes.
	Number of electors.	Number polled.		Number of electors.	Number polled.	
Madras (Non-Muhammadan) constituency.	2,169	1,620	36	2,559	2,235	78
Madras (Muhammadan) constituency.	121	24	Nil	132	122	Nil.
Total ..	2,290	1,644	36	2,691	2,357	78

The Working of the System of Government

VI.—The Development of Representative Institutions in the Madras Presidency since 1920.

THE DEVELOPMENT OF REPRESENTATIVE INSTITUTIONS.

A.—THE CORPORATION OF MADRAS.

The administration of the municipal affairs of the City of Madras is governed by the Madras City Municipal Act (IV of 1919). Section 4 of this Act entrusts the administration to the following three authorities:—

(1) the Council;
(2) standing committees of the Council;
(3) the Commissioner.

The Council consists of fifty councillors as under—

(*a*) thirty elected divisional councillors, one elected by the voters of each of the 30 divisions into which the City is divided for the purposes of municipal administration. Sections 48 and 49 of the Act confer the municipal franchise on all British subjects or subjects of Indian States who have attained the age of 21, who pay property tax, company tax, or profession tax, or who occupy for not less than six months, and pay rent for, a house of the annual value of not less than Rs. 60; provided that any taxes due for the preceding year have been paid;

(*b*) three elected by the Madras Chamber of Commerce, three by the Madras Trades Association and two by the South Indian Chamber of Commerce;

(*c*) three elected or appointed by other associations or bodies as directed by the Government. Under this provision the Government have directed that the Madras Port Trust, the University and the Anglo-Indian Association shall each elect one Councillor;

(*d*) nine appointed by the Government with special regard to the representation of Muhammadans and other minorities. The Councillors who now hold office under this provision are 3 Non-Brahman Hindus, 3 Europeans or Anglo-Indians, 2 from the depressed classes and 1 Muhammadan.

The present composition of the Council is exhibited in the following statement:—

(1)	Elected by ratepayers of the division. (2)	Elected by institutions. (3)	Nominated by the Government. (4)	Total. (5)
Hindus { Brahmans	7	...	...	7
Hindus { Non-Brahmans ...	18	3	3	24
Hindus { Depressed classes.	...	...	2	2
Muhammadans	2	1	1	4
Indian Christians	2	...	...	2
Europeans or Anglo-Indians	1	7	3	11
				50

There has been little variation from year to year in the representation of the various communities.

2. All Councillors hold office for three years; under the procedure prescribed in section 413 (*b*) of the Act, 10 of the 30 divisional councillors vacate their seats every year and the vacancies are filled up at an ordinary election conducted by the Commissioner. For the purpose of these elections, an electoral roll is prepared for each division by the Commissioner and published before May 15th each year. Claims and objections must be preferred within a month to the Commissioner who after deciding them publishes the final roll by the end of June. Appeals against the Commissioner's orders on claims and objections lie to the Chief Judge of the Court of Small Causes. The number of claims and objections presented each year since the introduction of the present City Municipal Act is as follows:—

Year.	Number of claims presented.	Number of objections presented.
1919	2,874	...
1920	50	...
1921	149	...
1922	149	...
1923	467	11
1924	225	...
1925	369	...
1926	684	9
1927	621	...

There is some evidence of a growth of interest among the rate-payers in the exercise of their franchise. The prospective candidates help the rate-payers and excite their interest by printing and supplying at their own expense forms of application for the inclusion of names in the electoral rolls. These are distributed by the candidates' agents who obtain the signature of the claimants and deliver the forms to the Commissioner. The following statement gives the total number of voters registered each year and shows what proportion this number bears both to the total population of the City and to the literate population:—

Year.	Number of voters.	Males.	Females.	Percentage of registered voters to total.	
				Population.	Literate population.
1919	30,819	25,075	5,744	5·9	21·3
1920	28,741	23,960	4,781	5·5	19·8
1921	27,572	22,358	5,214	5·3	16·2
1922	27,059	21,736	5,323	5·1	16·0
1923	27,640	22,139	5,501	5·3	16·4
1924	24,021	19,504	4,517	4·6	14·2
1925	24,243	19,747	4,496	4·4	14·4
1926	25,334	20,661	4,673	4·8	15·0
1927	25,491	20,832	4,659	4·8	15·1

No complaint has been made that any particular community or interest suffers from inadequate enfranchisement. The number of voters registered shows a tendency to decrease rather than to increase. This is mainly due to failure on the part of the rate-payers to qualify for the franchise by paying their taxes in time.

3. The next statement shows for each contested election held since 1919 the number of voters who went to the poll. The proportion is generally high and shows a tendency to increase from year to year:—

Division.	Total number of registered voters.	Number voted.	Proportion per cent.	Division.	Total number of registered voters.	Number voted.	Proportion per cent
1	899	596	66·5	17	927	627	67·6
	884	563	63·7		788	539	68·4
	971	727	74·8		820	654	79·7
	837	673	80·4		874	727	83·2
2	760	494	65·0	18	1,502	952	63·4
	738	618	83·6		1,150	817	71·0
					779	642	82·4
3	833	561	67·4				
	616	308	50·0	19	1,009	655	64·9
	874	681	77·9		879	660	75·1
					1,025	663	64·7
4	700	560	80·0				
	766	580	75·7	20	1,187	885	74·6
	511	417	81·6		1,312	988	75·3
					1,354	1,129	83·4
5	523	202	38·6				
	540	356	80·9	21	912	684	75·0
					1,008	750	74·4
6	1,147	885	77·2		851	674	79·2
	1,112	910	81·8	22	953	362	38·0
					412	213	51·5
7	1,126	675	59·9		1,054	629	59·7
					606	409	67·5
8	717	430	59·9				
	549	427	77·8	23	1,192	892	74·8
					1,226	950	77·5
9	1,253	688	54·9		1,120	899	80·2
	850	611	71·9		1,265	1,051	83·1
	1,085	790	72·8				
				24	1,452	833	57·3
10	1,218	674	55·3		1,299	789	60·7
	968	616	63·6		1,400	830	59·3
	1,183	946	79·9		867	683	78·8
					1,290	1,020	79·1
11	973	628	64·5				
	594	246	41·4	25	1,061	604	56·9
					968	648	66·9
12	890	662	74·4		929	663	71·4
	908	602	66·3		801	656	81·9
	915	730	79·8	26	1,138	844	74·2
	856	667	77·9		1,049	707	67·4
					1,233	796	64·6
13	1,118	748	66·9		1,294	1,076	83·1
	696	569	81·6				
				27	1,099	540	49·1
14	593	407	68·7		932	685	73·5
	430	370	86·0		715	576	80·6
	468	347	74·1		520	440	84·6
15	1,421	861	60·6	28	958	671	70·0
	1,092	651	59·6		960	482	50·0
	957	323	33·8	29	1,183	899	76·8
					1,167	600	51·4
16	810	514	63·5		581	430	74·0
	818	640	78·2		1,047	780	74·5
	1,011	731	72·3	30	1,177	930	79·0
	688	552	80·2		981	817	83·2

4. In the following statement is given the area and population of each of the 30 divisions, as also the number of voters registered in each division and the percentage which they bear to the population of the division. It will be seen that the percentage of enfranchisement varies greatly from one division to another, the highest being 16 per cent in one of the richest divisions in Georgetown and the lowest 2·3 per cent in Perambur which is mainly inhabited by people of the labouring class. But there has been no complaint on this account and no request for any redistribution of the divisions:—

Division Number. (1)	Name. (2)	Area in acres. (3)	Population. (4)	Number of voters. (5)	Percentage of col. (5) to col (4). (6)
1	Royapuram	557	20,891	837	4
2	Tondiarpet	464	16,899	587	3·5
3	Washermanpet	321	23,777	805	3·4
4	Korukkupet	2,093	16,640	509	3
5	Harbour	114	7,288	339	4·7
6	Muthialpet	194	14,351	1,014	6·5
	Fort	792	1,280		
7	Kachaleswarar	112	13,055	1,042	8
8	Kotawal Bazaar	96	5,117	692	13·5
9	Ammen Koil	110	15,820	976	6·2
10	Seven Wells	123	19,628	1,053	5·4
11	Sowcarpet	58	7,460	638	8·6
12	Peddunayakanpet	155	17,575	856	4·9
13	Trevelyan Basin	114	17,272	669	3·0
14	Esplanade	139	2,664	427	16·0
15	Park Town	120	17,544	957	5·5
16	Perambur	2,528	29,459	688	2·3
17	Chulai	230	24,021	874	3·6
18	Purasawakkam	269	20,656	779	3·8
19	Vepery	450	19,299	1,045	5·4
20	Egmore	698	25,627	1,236	4·8
21	Kilpauk	1,099	18,540	706	3·8
22	Nungambakkam	1,832	21,222	692	3·3
23	Chintadripet	201	23,790	1,265	5·3
24	Tiruvateeswaranpet	333	24,195	1,290	5·3
25	Chepauk	705	13,277	871	6·6
26	Triplicane	168	16,508	1,193	7·2
27	Amir Mahal	169	15,254	624	4·1
28	Mirsahibpet	680	18,631	753	4·0
29	Royapettah	2,006	21,315	1,047	4·9
30	Mylapore	1,525	17,858	1,027	5·8

5. As in provincial politics, so in municipal politics there are at present two distinct parties—the Non-Brahman or Justice party and the Swarajists—with a certain number of candidates who pay allegiance to neither party. The two parties generally nominate candidates for the municipal elections. An innovation in recent years has been the appearance of labour candidates in such divisions as Perambur and Choolai where the bulk of the population belongs to the labouring class. Candidates as a rule are lawyers, doctors, merchants or landlords and are generally men who have attained some standing in their professions or in local

politics. The scrutiny of nominations has rarely resulted in the rejection of a candidate; in 1926 one nomination was rejected on the ground that the candidate was a Presidency Magistrate and so ineligible under section 52 (1) (iv) of the City Municipal Act. In 115 elections held 9 candidates have withdrawn, and in 21 elections there has been no contest.

6. *Polling stations.*—Careful arrangements are made at the polling stations to admit no one but voters and to secure absolute secrecy. Separate ballot chambers are provided to ensure the secrecy of the balloting. In each polling station special arrangements are made for female voters. The polling stations are open from 7 a.m. to 6 p.m. continuously. The polling officers are appointed from amongst the Corporation staff. Each candidate is permitted to have one agent in the polling room during the election to watch his interests.

Canvassing.—The voters are generally brought to polling stations in taxis and other conveyances by the candidate's agents. Meetings are held in all important centres of the election divisions. Posters are exhibited on walls and handbills are printed in large numbers by the candidates and freely distributed to all persons in the division. Corrupt practices are rare and difficult to prove.

Illiterate voters.—Under rule 12 of the rules for the conduct of elections, illiterate and blind voters are allowed to have their marks affixed in the ballot paper on their behalf and in their presence by a friend or a relative who may accompany them to the polling booth for this purpose. This has led to malpractices.

Record of women's votes.—A separate entrance and exit are provided for the women voters to each of the polling stations. Corporation nurses are posted at each polling station to identify the gosha voters.

Treating.—It is a common practice for the candidates to erect near the polling stations a pandal where aerated waters and refreshments are supplied to the workers.

Personation.—To prevent personation the tax collectors and the divisional assessors are present and identify the voters before the ballot cards are issued. In spite of these precautions cases of personation do occur.

Invalid votes.—The number of invalid votes is small; and in some cases the voting paper is left blank.

The rules make no provision for election petitions. But in some cases the candidates or voters of the division have filed suits in the Civil Courts.

Cost of elections.—The Corporation spends Rs. 8,000 every year on establishment, printing charges, cost of conducting elections, preparation of electoral rolls, etc. The candidates are

not required by the rules to file returns of election expenses. Hence the cost incurred by them cannot be ascertained.

7. Between February 1920 and February 1928, the Government nominated Councillors to the Corporation on 34 occasions. These nominations have gone to the following communities:—

Muhammadans ...	8	
Hindu—Non-Brahmans ...	6	
Depressed classes ...	4	
Indian Christians ...	5	(twice to a lady).
European—official	3	(Director of Public Health, District Educational Officer and Director of Town-Planning).
Do. non-official	6	(one Missionary and five representatives of the Madras and Southern Mahratta Railway Co.).
Anglo-Indian—official	2	(District Educational Officers).

Two of the nominations of Non-Brahmans raised considerable criticism; in one case the chief objection was that the person nominated had just been defeated in a divisional election; and in the other case the objection was that the person nominated belonged to a community which was already fully represented on the Council. The Government justified their nomination in the first case by the exceptional knowledge and experience of municipal administration possessed by the defeated candidate who was an ex-President of the Council, and in the second case by the fact that the person nominated represented a particular interest, his practical knowledge of which would be advantageous to the Corporation. On the whole the Government may be said to have carried out the purpose for which the power of nomination is conferred upon them.

8. Under section 23 of the Act the Municipal Government of the City vests in the Council; but the Council is not entitled to exercise any function expressly assigned by law to a Standing Committee or to the Commissioner. It is the duty of the Council to consider all statements of receipts and disbursements and all progress reports, and to pass such resolutions on them as it deems fit. Under section 39 the Council has to consider an annual report on the administration and to forward it to the Government with any resolution it may pass on it. Under section 158 the Council has to pass the annual budget estimate before the beginning of the year to which it relates; under section 159 it may pass any supplemental estimates which may be necessary; and under section 162 it is incumbent on the Council to make such adjustments of income and expenditure as may be necessary to balance the budget and to leave at the close of the year a cash balance of not less than a lakh of rupees. Under sections 102, 116, 129 and Rule 8 in Schedule IV it is for the Council to decide the rates at which taxation shall be levied. Under section 142 any borrowing requires a resolution of the Council passed at a special meet-

ing. The sanction of the Council is necessary for estimates and contracts exceeding Rs. 50,000, to the acquisition of immovable property worth more than Rs. 1,000, for taking property on lease for more than three years, for the acceptance of a gift or bequest burdened with an obligation if it is worth more than Rs. 1,000, and for the sale or exchange of movable property worth more than Rs. 5,000 or for the grant on lease for more than three years. The powers of the Council over municipal establishments are regulated by sections 85 to 91, 95 and 96 of the Act; under section 85 it must appoint a Health Officer, an Engineer and a Revenue Officer—subject to confirmation by the Government; under section 86, it may, with the sanction and subject to the confirmation by the Government, appoint special officers for special purposes; under section 90, appointments to the Corporation establishment must be made by the Council if the salary of the officer exceeds Rs. 500; and under section 91 the Council may modify, amend or sanction the schedule of establishment laid before it by the Commissioner and the Standing Committee; under section 95 any service regulations framed by the Standing Committee can come into force only after the Council has confirmed them, and in the case of regulations relating to the grant of pensions or gratuities or the establishment of a Provident Fund, with the sanction of Government. The Council may also appoint special committees to enquire into and report to it upon any matter; it may make by-laws to regulate the different municipal activities; it may return to office a Councillor who has lost his seat through absence from meetings; and in the event of failure of an election it may appoint a qualified person to the vacancy.

9. At its first meeting after November 1st each year the Council elects one of its numbers to be its President. The duties of the President are to preside at meetings of the Council (section 32) and to conduct official correspondence with the Government (section 37).

10. The following table shows the number of meetings of the Council held each year, the number adjourned for want of a quorum and the average attendance of Councillors:—

Year.	Total meetings of Council.	Meetings adjourned for want of quorum.	Average attendance of Councillors.
1920-21	48	...	31
1921-22	35	...	30
1922-23	22	...	30
1923-24	52	2	33
1924-25	58	9	29
1925-26	65	4	34
1926-27	68	8	30

And the following statement shows for each year the total number of items of business placed before the Council, and the number actually disposed of:—

Year.	Number of items of business placed on the agenda.	Number disposed of.	Percentage.
1920	376	307	81·6
1921	381	340	89·2
1922	417	369	88·5
1923	433	366	80·8
1924	505	431	85·3
1925	581	384	66·1
1926	624	461	73·9
1927	712	567	79·6

11. The Council of the Corporation is empowered by section 349 of the Act to make by-laws—subject to the sanction of the Government—for the purposes mentioned in the 29 sub-sections. It has actually framed by-laws under 17 of these sub-sections regulating the following matters:—

(1) the collection of taxes, duties and tolls,
(2) public bathing and washing,
(3) the maintenance and protection of the drainage system,
(4) the cleaning of latrines, etc.,
(5) the reservation of streets for particular kinds of traffic,
(6) the protection of avenues, etc.,
(7) the use of public parks and gardens,
(8) hotels, lodging houses and eating houses,
(9) the sanitary control of places used for industrial purposes,
(10) the provision of standard weights and measures,
(11) the prevention of the sale of unwholesome food,
(12) the use of burial and burning grounds,
(13) the registration of births, marriages and deaths,
(14) the prevention of dangerous diseases,
(15) the enforcement of compulsory vaccination,
(16) the prevention of fire, and
(17) generally the cleanliness, safety and order of good government and well-being of the city.

The most important matters on which the Corporation has not yet made by-laws are—

(1) the water-supply system,
(2) the lighting system,
(3) the control of butchers,
(4) the control of the milk supply,
(5) the regulation of advertisements.

The water-supply by-laws have once been passed by the Council and submitted to the Government for sanction; but the Government returned them for modification. These and some other by-laws are now under the consideration of the Corporation.

12. Section 6 of the Act requires the constitution of four Standing Committees to deal with (1) taxation and finance, (2) works, (3) health and (4) education. Each Committee consists of seven members elected by the Council from its own number; and each member of a Standing Committee holds office until he resigns or until his term of office as a Councillor is determined (section 19). Each Committee elects one of its number to be its Chairman at its first meeting after November 1st each year. The President of the Council by virtue of his office is a member of each Standing Committee.

The powers and duties of the Standing Committee are defined by regulations framed by the Council; and the following statutory powers are assigned to the "Taxation and Finance" Standing Committee by section 20 (2) of the Act:—

(*a*) supervision of the utilization of budget grants;

(*b*) the right to call for explanation of receipts and expenditure;

(*c*) the right to conduct a monthly audit;

(*d*) power to write off irrecoverable dues.

The sanction of a Standing Committee is required to an estimate or a contract exceeding Rs. 10,000. No contract involving expenditure of more than Rs. 3,000 may be entered into without calling for tenders, unless the Standing Committee authorize such action. The Standing Committee may amend the establishment schedule before laying it before the Council; and it may frame service regulations subject to confirmation by the Council. The sanction of the Standing Committee is required for the exchange of immovable property, for taking property on lease exceeding a year, and for the acceptance of any gift burdened with an obligation; also for the disposal by sale or exchange of immovable property worth more than Rs. 500, and for the grant of a lease for more than a year. It is the duty of each Standing Committee to frame the annual budget on the estimates supplied by the Commissioner; and the Standing Committee's sanction is necessary for various administrative acts, and for the withdrawal or compromise of any claim made by or against the Corporation or any of its officers or servants. The Taxation and Finance Standing Committee is the authority to decide appeals against assessment to taxes in case the appellant does not accept the order of the Commissioner. Appeals lie from the Standing Committee's decision to the Small Cause Court.

Each Standing Committee meets once a month and oftener if the state of business so demands. The Council does not often decide against the recommendation of a Standing Committee.

13. *The Commissioner* is appointed by the Government, is not a member of the Council, and holds office for a renewable period of three years. He may be removed by the Government and shall be so removed if, at a special meeting of the Council called for the purpose, 33 Councillors vote for his removal. He has the right to attend meetings of the Council or of a Standing Committee and

to take part in the discussion but not to vote; and he must attend any meeting if so required by the President. He is bound to carry out every resolution of the Council which is not cancelled by the Government, and to supply any record, return or report which the Council or a Standing Committee may require. In cases of emergency he may have work done in anticipation of the sanction of the Council or a Standing Committee. Subject to the powers conferred by the Act on the Council or the Standing Committee, all executive power vests in the Commissioner; he prescribes the duties of the establishment, and exercises supervision and control over their acts and proceedings. He may also delegate most of his ordinary powers to the holder of any municipal office, and his emergency powers to the health officer, engineer or revenue officer.

Any friction which there may be between the Commissioner and the Standing Committee or the Council is not a direct result from any provisions of the constitution.

14. The executive of the Corporation is organized in departments as follows:—

(1) The Revenue department, of which the Revenue Officer is the head, deals with the assessment and collection of all rates and taxes, and is generally responsible for the financial business of the Corporation.

(2) The Works department, of which the Engineer is the head, is responsible for the maintenance of roads, buildings, drains and water-supply. The construction of the drainage system is entrusted to a special temporary department under the Special Drainage Engineer; and the lighting of the streets is in the hands of the Electrical Engineer.

(3) The Health department is in charge of the Corporation hospitals and dispensaries, of child welfare work, of vaccination, registration of births and deaths and of the conservancy of the city.

(4) The Educational officer is responsible for the supervision and management of the Corporation schools.

Finance.

15. (1) *Revenue.*—The Corporation of Madras derives the bulk of its revenue from the taxes, tolls and duties enumerated under section 98 of the Madras City Municipal Act, 1919.

They are—

(*a*) Tax on property,
(*b*) Tax on companies,
(*c*) Tax on profession,
(*d*) Tax on carts,
(*e*) Tax on timber,
(*f*) Tax on carriages and animals,
(*g*) Tolls on vehicles and animals entering the city,
(*h*) Duty on transfers of property.

Other important sources of revenue are—

(*i*) Charges for occupation of municipal land without permission,

(*j*) Rent for municipal lands and buildings under which come the Moore market, Smithfield market, Dhobikanas at Chetput and Robinson Park, model cattle yards and Esplanade lands,

(*k*) Payment for water used for non-domestic purposes.

(*l*) Licences.

16. The greater part of the revenue of the Corporation is derived from the property tax which forms the mainstay of its finance. It consists of three items, viz., (1) water and drainage tax, (2) lighting tax and (3) a tax for general purposes. Under the Madras City Municipal Act, 1904, the consolidated maximum rate for the three taxes put together was 18½ per cent on the annual rental value of buildings and lands within the City. The Act of 1919 gave freedom to the Corporation to adopt any rate that may be necessary for the adjustment of its finance. On the introduction of the Act the assessable value of properties in the City suffered a deduction by 10 per cent which the statute made as an allowance for repairs, etc. A statement of the demand and collection under property tax from the year 1919–20 to the year 1926–27 is annexed.

Serial number.	Year.	Rate.	Net demand.	Collection.	Permanent of collection.	Number of warrants executed.
		P.C.	RS. A. P.	RS. A. P.		
1	1919-20 ..	18½	21,86,647 7 10	20,66,198 5 7	94·49	158
2	1920-21 ..	18½	24,54,977 7 1	22,70,667 0 6	92·91	23
3	1921-22 ..	18½	27,09,166 15 10	24,19,379 5 10	90·17	226
4	1922-23 ..	18½	29,79,563 10 4	27,02,990 13 7	92·28	242
5	1923-24 ..	18½	32,20,091 3 9	27,77,774 11 8	86·26	163
6	1924-25 ..	18½	34,72,303 4 4	29,47,683 13 5	84·87	122
7	1925-26 ..	17¼	32,88,314 2 10	27,76,188 15 2	96·72	126
8	1926-27 ..	14¼	28,08,229 9 6	24,26,865 3 11	88·14	84

From this it will appear that the old maximum rate of 18½ per cent was continued up to the year 1924–25 and that there was an increase of revenue by about 2½ lakhs every year. But the burden of property tax was all these years felt to be heavy on account of the fall in rents due to failure in trade, the unsettled trade conditions and the consequent fall in the value of properties. The demand for reduction of property tax became so insistent that the council had to reduce the consolidated percentage of property tax from 18½ to 17 during the year 1925–26. In this year

for the first time an education tax was levied under the Madras Elementary Education Act; it was fixed at $\frac{1}{4}$ per cent on the annual value of buildings and lands and it was added to the 17 per cent fixed for the property tax. Again in the year 1926–27 the percentage was further reduced from 17 to $13\frac{1}{2}$ while the education tax was increased by $\frac{1}{2}$ per cent; so that the consolidated percentage of property tax and education tax in the year 1926–27 was $14\frac{1}{4}$. Thus from the year 1925–26 there has been a decline in the revenue from property tax in spite of the revision of assessments. A portion of the Mambalam village which formed part of the Saidapet municipality was added to the city during the year 1924–25 and in this area the property tax was levied at only 9 per cent, as it was undeveloped and did not receive the benefit of water-supply and lighting and as its inclusion in the city did not bring in appreciably additional revenue to the Corporation. Since the introduction of the present Act in the year 1919 there has been a marked decline in the percentage of collection. This is to a certain extent due to the omission from the present Act of provisions which facilitated collection. The old Act contained provision for the prosecution of defaulters who failed to pay the property tax. The amending Act IV of 1921 has removed the necessity for the prepayment of the tax as required by rule 13 (*b*), Schedule IV when an application for revision of assessment is made under rule 12, Schedule IV. This has led to a great increase in the number of appeals which cannot all be disposed of in the year in which they are preferred; and during the pendency of appeals there is a practical difficulty in enforcing payment although the statute contains a provision as to the collection of tax at the rate prevailing prior to enhancement of assessment. Throughout the period from 1919–20 to 1926–27 the financial situation of the city was far from satisfactory. Even well-to-do persons and big trading firms delayed payment of tax. There were numerous applications for the extension of time for payment. Owing to failures in trade and other circumstances the Official Assignee and Receivers appointed by the Court were put in possession of properties and they pleaded want of funds to make payment of tax. The value of properties fell owing to tightness of money especially in the business localities. The best efforts of the collection staff failed to prevent the percentage of collection falling from year to year. It is only during the last two years that there has been some rise in the percentage which is due to stricter supervision. But in spite of these efforts the percentage of collection is still below 90, whereas it was 94 in the year 1919–20 and the preceding years. The policy of the Corporation has been to enforce coercive measures only in very bad cases where collection cannot be made by any other means. In most cases a mere threat of coercive proceedings produces the taxes due. The number of warrants actually executed has not exceeded 250 in any year during the period. The statement shows the actual number for each year.

17. *Profession tax and tax on Companies.*

Year.	Rate of Assessment.	Period.	Net demand.	Collection.	Remission written off.	Balance.	Percentage of collection.
			RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
1919-20 * ...	At the minimum rate.	Arrears.	3,454 15 0	3,184 15 0		260 0 0	92·1
		Current.	3,79,068 0 0	3,59,298 6 6	10 0 0	19,769 9 6	94·7
1920-21 ...	Do.	Arrears.	24,447 1 6	22,024 9 6		2,377 0 0	90·0
		Current.	6,27,873 12 0	6,02,712 5 9	45 8 0	25,161 6 3	96·0
1921-22 ...	25 per cent over the minimum rate.	Arrears.	36,793 6 3	23,986 15 2		12,788 15 1	64·8
		Current.	5,92,548 0 0	5,47,303 14 0	17 8 0	45,244 2 0	92·3
1922-23 ...	Do.	Arrears.	74,716 11 1	54,565 12 0	4,493 3 1	15,657 12 0	3·0
		Current.	5,73,085 12 0	5,32,519 8 0	1,743 2 0	38,823 2 0	92·9
1923-24 ...	Do.	Arrears.	80,318 4 8	60,412 2 8	2,283 2 0	17,623 0 0	75·2
		Current.	5,41,185 0 0	5,08,751 10 3	942 8 0	31,490 13 9	94·0
1924-25 ...	Do.	Arrears.	49,601 14 11	33,741 13 5	4,765 3 10	11,094 13 8	68·0
		Current.	5,23,783 4 0	4,95,319 0 0	666 14 0	27,797 6 0	94·6
1925-26 ...	At the minimum rate.	Arrears.	38,748 7 8	22,904 6 2	2,125 4 2	13,326 11 3	59·1
		Current.	4,38,511 10 4	4,15,737 8 0		22,774 2 4	94·8
1926-27 ..	25 per cent over the minimum rate.	Arrears.	48,092 1 8	30,855 11 10	3,909 10 7	13,326 11 3	64·0
		Current.	5,09,046 6 4	4,79,195 5 7	295 0 0	29,556 0 9	94·1

* For the first half of 1919-20 the tax was levied at the rate specified in the old Act.

Under the present Act, the Corporation is empowered to levy a companies tax on incorporated companies and also profession tax. The Act prescribed a schedule fixing the minimum and the maximum rate. The rates are far higher than those in the Act III of 1904. As a result of this the demand rose to Rs. 6,27,873 in 1920–21 when the tax was levied at the minimum rate as against the demand of Rs. 2,12,602 in 1918–19 under Act III of 1904, while the percentage of collection was 96·0 as against 99·3 in the year 1918–19. In 1921–22, the Corporation raised the rate of tax by 25 per cent over and above the minimum scale specified in the schedule hoping to increase the revenue. But the revenue fell to Rs. 5,92,548 as against Rs. 6,27,873 in the previous year; and though this enhanced rate continued to be levied till 1924–25 there has been a steady fall year after year from Rs. 5,32,519-8-0 in the year 1922–23 to Rs. 5,08,751-10-3 in the year 1923–24 and to Rs. 4,95,319 in 1924–25. In 1925–26, the rate of tax was reduced to the minimum scale as a relief from the burden of taxation, but in 1926–27 it was raised again by 25 per cent over and above the minimum scale. The demand under this tax is still decreasing. In 1920–21, it was Rs. 6,27,873 when the scale of tax was at the minimum rate but in 1926–27 it was Rs. 5,09,046 when the rate of tax was 25 per cent over and above the minimum rates. This fall in the revenue is mainly due to the depression and dullness of trade, the tightness of the money market and the financial stringency which prevailed in the city.

18. *Taxes on vehicles and animals.*

Period.	Net demand.	Collection.	Written off.	Balance.	Percentage of collection
	RS A. P.	RS A. P.	RS A P.	RS. A. P.	
1919-20 ..	1,40,784 10 0	1,27,411 8 0	..	13,373 2 0	90·5
1920-21 ..	1,80,085 0 0	1,60,821 0 0	..	19,264 0 0	89·60
1921-22 ..	1,94,273 0 0	1,65,925 0 0	..	28,348 0 0	85·40
1922-23 ..	2,29,326 0 0	1,84,353 0 0	..	44,973 0 0	80·36
1923-24 ..	2,23,269 8 0	1,83,636 0 0	..	39,633 8 0	82·2
1924-25 ..	2,16,799 0 0	1,68,774 11 1	6 0 0	48,01 4 11	77·85
1925-26 ..	2,30,528 0 0	1 87,898 12 7	..	42,629 3 5	81·53
1926-27 ..	2,68,566 8 0	2,12,002 8 0	..	56,564 0 0	78·94

Cart tax.

Period	Net demand.	Collection.	Remission.	Balance.	Percentage of collection.
	RS. A. P.	RS. A. P.	RS. A. P.	RS. A. P.	
1919–20 ..	39,504 0 0	39,391 0 0	63 0 0	50 0 0	99·71
1920–21 ..	45,100 0 0	44,812 0 0	244 0 0	44 0 0	99·35
1921–22 ..	45,760 0 0	45,448 0 0	244 0 0	68 0 0	99·36
1922–23 ..	46,068 0 0	46,000 0 0	8 0 0	60 0 0	99·85
1923–24 ..	45,920 0 0	45,728 0 0	16 0 0	176 0 0	99·58
1924–25 ..	46,036 0 0	45,879 14 3	..	156 1 9	99·66
1925–26 ..	45,780 0 0	45,580 0 0	..	200 0 0	99·56
1926–27 ..	45,124 0 0	44,993 0 0	..	130 6 6	99·49

Taxes on vehicles and animals were levied under section 116 of the old Madras City Municipal Act the maximum rates laid down in part III, schedule IV of the Act; owing to enhancement in the rates under the new Act, the demand rose from Rs. 1,20,502 to Rs. 1,40,784 in the year 1919–20. The same rates continued in force till the end of 1921–22. In 1922–23, the schedule of rates was revised, the taxes on motor vehicles being raised; and in 1924–25 taxes leviable on motor buses and taxis were reduced. Though there has been a steady increase in the demand under this head of taxation from year to year, there are many cases in which liability cannot be proved and this involves the withdrawal of demands after enquiries. There has been a gradual fall in the percentage of collections to demand (from 90·50 in 1919–20 to 78·94 in 1926–27). This is due to the inability of rate-payers to pay their taxes owing to financial stringency, to depression in trade and to the inadequacy of the collecting staff; the number of motor vehicles is increasing every day and the frequent changes in ownership make it difficult for the collecting staff to fix the liability on a particular person. The Municipal Act is defective in that it does not make provision for the compulsory notification of change of ownership to the Commissioner of Corporation. The collection of the tax on lorries and motor vehicles would be facilitated if the Commissioner of Police were to insist on the production of the Municipal licence before registering a car for use in the city.

19. *Timber tax.*

Period.	Collections.								
	Current.				Arrear.				
	Collections.			Remittance.			Demand.			Collection.		
(1)	(2)			(3)			(4)			(5)		
	RS.	A.	P.	RS.	A.	P.	RS.	A.	P.	RS.	A.	P.
1919-20 ...	1,82,675	3	6	1,80,591	4	3	3,109	0	8	3,109	0	8
1920-21 ...	2,24,212	7	3	2,22,226	13	3	2,083	15	3	2,083	15	3
1921-22 ...	1,96,799	15	1	1,93,226	9	1	1,985	10	0	1,985	10	0
1922-23 ...	1,82,903	10	6	1,80,128	8	6	3,573	6	0	3,573	6	0
1923-24 ...	1,66,636	0	4	1,64,938	2	4	2,775	2	0	2,775	2	0
1924-25 ...	1,48,570	7	8	1,46,910	9	8	1,697	14	0	1,697	14	0
1925-26 ...	1,75,071	4	0	1,72,517	5	9	1,659	14	0	1,659	14	0
1926-27 ...	1,83,324	6	0	1,81,431	2	7	2,553	14	3	2,553	14	3
1927-28 ...	...			...			1,893	3	5	1,893	3	5

Period.	Refunds.								
	From current collections.			From other than current collections.			Total refunds.		
	(6)			(7)			(8)		
	RS.	A.	P.	RS.	A.	P.	RS.	A.	P.
1919-20 ...	20,164	0	6	29,075	7	4	49,239	7	10
1920-21 ...	46,666	12	0	53,668	7	0	1,00,335	3	0
1921-22 ...	38,128	6	0	49,026	12	0	87,155	2	0
1922-23 ...	82,687	8	0	50,349	8	5	1,33,037	0	5
1923-24 ...	49,408	4	0	90,648	12	0	1,40,057	0	0
1924-25 ...	52,411	0	0	48,030	15	2	1,00,441	15	2
1925-26 ...	36,119	2	0	8,436	2	0	44,555	4	0
1926-27 ...	12,565	4	0	34,031	0	0	46,596	4	0
1927-28 ...	...			...			...		

The timber-tax is levied by the Corporation on all timber imported into the city of Madras at Rs. 5 per ton of 50 cubic feet of timber (proper), Rs. 2 per ton of inferior red wood and Rs. 1-8-0 per ton of bamboo, casuarina posts, etc., over 10 feet in length. When the timber on which the tax has been collected is re-exported, nine-tenths of the tax levied is refunded.

The tax is collected on behalf of the Corporation by the railway administration, by the toll farmer, by the lock superintendents and by the Madras Port Trust for a commission on the gross collections. As collection is made on the spot immediately after import

and before giving delivery of goods to the consignees, no arrear is left uncollected at the end of the year. But as the collections effected during the last month or during the latter part of the last month of the official year cannot be remitted by the collecting agencies into the municipal treasury on 31st March of that year, the sum unremitted (but collected) is shown in the accounts as the arrear demand for the next year. Strictly speaking, the percentage of collection to demand is always 100.

The statement shows that the trade of the Port of Madras in timber was greater in 1920–21 than in 1919–20, and that it decreased gradually from 1920–21 to 1924–25 since when it has risen continuously.

20. The total revenue of the Corporation is given in the following statement:—

—	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
Revenue from taxes.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.
1. Property tax	21,05,868	23,75,751	25,86,661	29,78,802	29,93,238	38,50,919	31,40,688	27,65,283
2 Profession tax	3,62,441	6,24,792	5,71,374	5,86,982	5,69,264	5,28,946	4,38,670	5,10,023
3. Tax on carriages and animals, etc.	1,73,697	2,09,748	2,27,267	2,47,045	2,48,870	2,34,635	2,62,364	2,79,527
4. Tolls	52,146	59,357	51,821	71,010	61,017	63,318	54,037	56,307
5. Tax on timber	1,63,835	1,77,644	1,57,084	1,51,014	1,18,305	96,197	1,38,066	1,71,420
Non-tax Revenue.								
1. Rent of buildings and lands and sale-proceeds of lands.	1,29,135	1,60,452	1,26,291	94,893	97,866	97,528	97,921	1,04,082
2. Conservancy receipts	23,833	26,944	48,868	41,455	42,247	40,531	32,730	31,820
3. Income from markets and slaughter-houses.	1,23,930	1,18,757	1,22,903	1,23,094	1,31,983	1,39,923	1,42,531	1,30,299
4. Licence fees	81,648	1,26,817	1,47,082	1,55,257	1,60,581	1,37,396	1,49,598	1,56,818
5. Other fees	5,383	8,592	8,800	9,877	10,610	10,418	10,888	10,820
6. Grants and contributions from Government.	1,42,101	40,151	40,026	48,431	40,601	38,101	38,186	18,076
7 Fines under Municipal Act	3,728	3,396	3,696	3,720	2,744	3,162	2,974	2,504
8. Payment for water-supply	2,87,473	4,19,146	5,33,584	5,80,870	6,19,901	5,05,499	5,84,470	6,09,295
9. Miscellaneous	1,23,195	2,52,191	1,87,798	2,22,080	2,28,070	2,30,102	2,33,626	5,19,343
Total ..	37,78,463	46,03,738	48,13,255	53,14,530	53,25,187	59,70,675	53,26,749	53,65,617

It will be apparent that the most important item of non-tax revenue is derived from payments for water supplied for non-domestic purposes. In these receipts are included also payments for water supplied for domestic consumption in excess of the free allowance which is fixed with reference to the rental value of the premises.

21. *Expenditure.*—The following statement shows the total expenditure of the Corporation (*a*) from revenue and (*b*) from loan funds each year from 1919–20 to 1926–27:—

(*a*) *From Revenue.*

—	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
GRANT I.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.
New works.								
Communications	46,946	80,453	80,841	15,035	84,867	21,148	67,075	51,276
Buildings	43,121	34 793	21,409	35,285	32,540	50,382	1,03,536	76,835
Drainage	1,11,356	60,171	43,901	20,465	44,803	30,546	38,880	37,502
Water-supply	16,818	40,362	24,617	45,080	48,045	61,463	44,994	46,908
Miscellaneous	1.229	744	2,691	1,209	2,687	9,025	35,224	11,076
Repairs.								
Communications and Buildings	5,16,342	5,62,187	7,48,772	7,92,457	8,15,214	8,64,931	7,38,287	6,18,089
Drainage	6,20,867	4,02,640	4,95.393	4,36,764	4,10.311	4,22,361	3,75,712	3,46,445
Water-supply	2,47,304	2,73,451	3,24,930	3,25,907	3,74,030	3.46,704	3,38,571	3,84,597
Miscellaneous	1,679	482	454	244	561	844	522	643
Establishment	75,527	76,931	78,138	81,309	84,198	88,538	87,661	85,107
GRANT II.								
Education	70,945	94,220	1.11,332	1,76,150	2,02,400	2,38,800	2,35,267	2,55,904
GRANT III.								
Hospitals and Dispensaries	94,789	1,21,182	1,69,306	1,54,012	2,08,565	2,33,317	3,05,477	2,52,349
Contributions	36,349	35,339	35,987	36,504	39,104	33,351	23,601	23,760
Vaccination and Registration of births and deaths	38,081	35,914	36,212	38,737	47,124	4 5,316	41,357	41,735
Sanitation and Conservancy	8,93,674	8,40,360	9,29,143	8,05,329	8,17,180	8,40,852	8,13,777	8,96,309

(a) From Revenue—cont.

—	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
GRANT IV.	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.
Lighting	1,38,701	1,56,973	1,46,915	1,46,333	1,97,943	1,90,290	2,52,860	2,81,683
Markets and slaughter-houses	33,383	30,983	30,637	28,858	37,552	38,093	37,231	26,513
Public parks, survey of land, Fire Brigade and other charges	2,55,289	4,61,555	2,65,467	2,35,836	2,72,034	2,39,335	3,66,460	2,43,664
GRANT V.								
Salaries of officers	36,606	31,487	30,504	30,315	28,916	30,000	24,866	25,790
Head office	39,745	35,803	35,695	37,017	36,077	37,646	43,534	47,663
Assessment and collection	1,25,821	1,82,616	2,06,988	2,26,970	2,31,397	2,39,462	2,43,197	2,45,317
Sinking Fund	2,68,488	2,76,349	3,22,720	4,27,553	4,76,690	5,49,464	6,37,611	6,58,046
Interest on loans	4,72,039	4,72,182	4,90,807	5,99,464	6,28,790	7,37,330	7,56,063	7,18,663
Advances recoverable	18,080	76,451	65,079	56,420	43,586	2,02,369	1,85,440	2,32,439
Refund of other than current collections ..	36,890	73,759	93,526	93,572	1,20,060	1,23,898	28,055	82,198
Pensions and gratuities	27,454	26,758	26,122	28,576	32,582	3,960	41,239	51,852
Total ..	42,67,528	44,84,325	48,17,586	48,75,431	53,17,566	57,13,428	58,66,000	57,52,363

(b) From Loan Funds.

Items.	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
	RS.	RS.	RS.	RS.	RS.	RS.	RS.	RS.
1. Drainage	3,15,601	8,47,443	7,49,295	7 35,589	6,39,642	7,70,112	13,41,886	10,21,877
2. Water-supply	6,247	2,27,266	1,51,740	6,28,460	3,52,457	4,99,543	16,297 (or.)	30,294
3. Lighting	1,40,488	2,93,843	2,78,147	4,00,425	2,01,556	1,44,385	53,496	65,022
4. Town-planning	..	..	..	..	3,34,874	1,35,965	60,661	1,09,303
5. Buildings	15,796	17,261	45,660	13,852	49,798	2,175	32,418	77,510
Total ..	4,78,132	13,85,813	12,24,842	17,78,326	15,78,327	15,52,180	14,72,164	13,04,006

From 1922–23 when a separate Elementary Education Fund was constituted the expenditure shown against Education in this statement represents only the contribution made to this fund from the general revenues of the Corporation together with expenditure on educational purposes other than elementary education.

Communications.—There are upwards of 400 miles of road in the city of which a little more than 41 miles had been tarred by the end of 1926–27. The roads in the city are not good; comprehensive proposals for their improvement and maintenance have been prepared but cannot be executed for want of adequate provision of funds.

Drainage.—A comprehensive scheme of underground drainage is in process of execution and has been completed for a considerable part of the city. The Government are financing this work as also the water-supply by making a free grant of half the capital cost and lending the other half to the Corporation. In connexion with the drainage system the Corporation maintains 11 pumping stations and 2 more are in process of construction. As each section of the capital works is completed by the special establishment it is handed over for maintenance to the permanent staff.

Water-supply.—The water-supply is obtained from the Red Hills tank—an old irrigation source about 10 miles outside the city which was greatly enlarged and improved in 1872 for the purpose of providing an adequate supply of water for the inhabitants of Madras. By 1905 or so it was realized that the supply was neither adequate nor safe and extensive works have since then been carried out to improve matters. These works were designed to supply 25 gallons a head a day to a population of 600,000 or 15 million gallons a day. In 1926 the consumption was between 18 and 19 millon gallons a day; and with a short monsoon there was in 1927 a serious scarcity. Further the slow sand method of filtration has proved unsuitable for the water, and the Corporation has been advised by all the experts whom it has consulted to adopt rapid or mechanical filtration. Measures for the increase of the supply have just been adopted; but nothing has yet been done to improve the quality of the water. The Council of the Corporation has rejected the Commissioner's proposals for the systematic detection of waste of water and for metering the city by blocks. Expenditure on new improvements and extensions are charged to capital, while the cost of the current maintenance of the system is met from revenue.

Education.—The statement above shows the expenditure from the general revenues of the Corporation on Education. In 1922–23 the Corporation constituted an Elementary Education Fund and took into consideration the levy of an Education Cess under section 34 of the Elementary Education Act. But no cess was actually levied till 1925–26, when it was levied at $\frac{1}{4}$ per cent; in 1926–27 this rate was raised to $\frac{3}{4}$ per cent. The following statement shows the receipts and expenditure of the fund since its

constitution in 1922–23 and also the number of schools open, the average daily attendance, and the capital expenditure on school buildings and equipment:—

Year.	Receipts.				Total.	Expenditure.	Capital expenditure.	Number of schools.	Average daily attendance.
	From Corporation General Fund.	From cess.	From Government grant.	From other sources.					
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1922–23 ..	1,76,150	..	..	..	1,76,150	1,57,164	15,665	35	4,463
1923–24 ..	2,02,400	..	..	..	2,02,400	1,87,168	88,008	42	5,918
1924–25 ..	2,38,800	..	..	..	2,38,800	2,23,476	12,507	51	8,969
1925–26 ..	2,26,000	27,480	..	..	2,53,480	2,91,138	5,691	78	11,951
1926–27 ..	2,41,200	1,39,820	64,703	52,030	4,97,753	3,97,129	2,12,424	94	14,028

In June 1925 the Government sanctioned a scheme submitted by the Corporation for the introduction by stages of free and compulsory education; and in accordance with this scheme compulsion was introduced on July 1st, 1925, in four divisions. Compulsion was to be applied to all children of "school age" except Muslim girls. "School age" in the case of Muslim boys is between 8 and 13, in the case of other boys between 6 and 11, and in the case of girls between 5 and 10. The survey which preceded the introduction of the scheme had shown the total number of children of "school age" in the divisions as 4,202 boys and 2,978 girls (excluding Muslim girls), of whom 3,306 boys and 1,707 girls were already at school; and to provide for the remaining 896 boys and 1,271 girls, four boys' schools and 5 girls' schools, each with accommodation for 250 pupils, were newly opened. In the middle of July 1926 a count was taken of all the children at school, and the number was found to be 3,973 boys and 2,807 girls; thus the system of compulsion had failed to reach 229 boys and 171 girls. The average daily attendance, however, was only 3,427 boys and 2,356 girls.

In the following year the scheme was extended to another three divisions, in which the preliminary survey had shown a population of "school age" of 4,113 boys and 2,980 girls (excluding Muslim girls to whom compulsion was not to be applied), of whom 2,751 boys and 1,435 girls were already at school. To accommodate the remaining 1,338 boys and 1,435 girls, four boys' schools and seven girls' schools were opened, each with accommodation for 250 pupils. After the introduction of compulsion the number of pupils on the rolls rose to 2,998 boys and 2,313 girls. At the end of the year there were still 1,115 boys and 667 girls in these divisions who were not attending school; and the Corporation were considering means of attracting. So far no coercive measures

have been applied; an attendance committee has been formed in each division, whose duty it is to influence parents to send their children to school. One great attraction is that a midday meal, clothes and books are supplied free to pupils whose parents are in poor circumstances.

The scheme has been extended to the rest of the city from January 15th, 1928.

The scheme involves not only the provision of free education in Corporation schools, but the payment to the management of aided schools of compensation for the loss of fee income. Under the rules framed under the Elementary Education Act this is payable only at the rates specified in the Madras Educational Rules. The Corporation however pays compensation according to the scale of fees actually levied in the aided schools; but it may meet from the Elementary Education Fund only the charge calculated on the scale permitted by the rules and has to pay the excess from its general revenues. On this subject there has been some controversy between the Corporation and the Government.

Medical and Child welfare.—The Corporation maintains one maternity hospital, two infectious diseases hospitals and fifteen dispensaries; it also contributes to the upkeep of several private dispensaries in the city; and it maintains eight child welfare centres in different parts of the city, and a staff of lady doctors, health visitors, and nurses who work both at the centres and in private houses.

Conservancy.—The Corporation maintains a large establishment of scavengers to clean the streets and the latrines, both public and private, to which the water carriage system has not been introduced. The rubbish is either buried or burnt in the two incinerators which the Corporation maintains. The arrangement is not satisfactory, one of the most serious features being the chronic discontent of the labour, which is constantly threatening to strike work and not infrequently putting the threat into execution.

Lighting.—A scheme for lighting all the streets in the city with electricity was drawn up in 1912–13 and a loan was raised for the purpose in 1913–14. A sum of Rs. 20·34 lakhs was allotted by the Council—Rs. 17·80 lakhs from loans and Rs. 2·54 lakhs from revenue. In 1924–25 the last oil lamp was replaced by electric light; and up to the end of 1926–27 the capital expenditure amounted to Rs. 19·87 lakhs. The balance of the sum allotted is being used to improve the lighting of the city. The number of street lamps maintained by the Corporation at the end of 1926–27 was 9,374.

The expenditure of the Corporation under other heads calls for few remarks. The fire brigade though paid for by the Corporation is actually worked by the Police. In one of the parks there is a small Zoological garden.

22. *Loan Funds.*—The expenditure from loan funds on drainage, water-supply and lighting has already been mentioned. Expenditure on buildings needs no special comment. The expenditure on Town Planning represents the expenditure on what is known as the Mambalam Town Planning scheme.

At the last census, it was found that the population of some portions of the city of Madras had abnormally increased, and in order to relieve the congestion, a scheme for developing about 1,275 acres of land at Mambalam was prepared by the Town Planning Trust, and the Corporation undertook to work out a portion of the scheme covering an area of about 600 acres, on condition that the Government would finance the undertaking by a short term loan. The Government agreed and sanctioned an initial loan of Rs. 5 lakhs, with which about 432 acres of land were acquired and handed over to the Corporation. Meanwhile the site was by notification included in the city of Madras. The Government further sanctioned an additional loan of Rs. 5 lakhs to effect the various improvements within the area. The total area for which the Corporation has accepted responsibility is 609 acres; of this 60 acres, mainly a tank bed, had been previously acquired by Government, 432 acres have been acquired by the Corporation and 117 acres belonging to persons who have undertaken to build in conformity with the scheme still remain in the owners' hands. Out of (432 plus 60 or) 492 acres in possession of the Corporation 100 acres have been taken up for the formation of roads, 16 acres reserved for sites for public buildings, 104 acres for parks, etc., leaving about 280 acres to be sold for the construction of dwelling houses, out of which 10 acres of land have been set apart for workmen and depressed classes. At the time when the original scheme was prepared it was expected that as the area is situated at some distance away from the business, official and commercial parts of the city it would be taken up mainly by the upper and middle classes, accustomed to provide their own conveyance. But owing to the introduction of motor buses, the area has now been brought within a few minutes run of the heart of the city and being within such easy reach it is now a desirable residence for all classes. Accordingly, the original scheme has been modified to suit modern requirements and accommodation has been provided for the erection of 4,000 houses instead of 1,400 houses in the original scheme.

The following works have been carried out during the last 2 years at a cost of about Rs. 1·70 lakhs:—

(1) making of roads, including culverts and bridges;

(2) cutting and revetting main drain channel,

(3) filling up low ground and planting avenues,

(4) sub-division of plots for building sites and demarcation for roads, etc.,

(5) providing electric lights.

Out of about 280 acres available for sale to private parties, 17 acres have already been sold to co-operative societies and private parties at an average rate of about Rs. 5,400 per acre, realising Rs. 92,000. If the remaining land be sold at the same rate, the Corporation will realise on the whole about 15 lakhs; and in addition to this it will realise a substantial income by way of betterment taxes on the private lands within the scheme area. The Corporation is thus likely to realise on the whole about 25 lakhs, as the value of the land will rise as the scheme matures. The expenditure is not expected to exceed the income.

That the scheme will be useful and serve the purpose for which it was intended, there can be no doubt. The middle classes are already forming co-operative building societies and purchasing lands in the area. Three such societies have already started work and it is expected that all the available land in the area will be taken up in the next two or three years and built upon. The Corporation means to see that the evils of the city life and residence are not introduced into this suburb.

23. *General remarks on Finance.*—The reduction of the property tax from $18\frac{1}{2}$ per cent to $13\frac{1}{2}$ per cent has been a severe handicap to the attempts of the Corporation to improve the amenities of the city. Yet a proposal to raise the rate of taxation again met with very little support when it was brought before the Council recently.

The liabilities of the Corporation amount to Rs. 142·91 lakhs, against which it had on 31st March 1927 a cash balance of Rs. 21·36 lakhs, sinking fund investments amounting to Rs. 30·48 lakhs, and municipal property valued at more than $1\frac{1}{2}$ crores of rupees; the total value of these assets is calculated at Rs. 241·76 lakhs.

24. In 1926 the Government appointed a committee consisting of the Director of Public Health, the Director of the King Institute, the President and two ex-Presidents of the Corporation, to enquire into the health of the city, to ascertain the causes for the high mortality, and to suggest measures to improve the health conditions. The committee's findings are summarized as follows:—

(1) The population of Madras has increased very slightly since 1901, and the increase which has occurred has been largely due to immigration of young adults. The proportion of young adults to other age groups in the city is much higher than in the standard population of the Presidency.

(2) During the last 20 years, increase in population has been largely confined to those areas lying on the outskirts of the older overcrowded parts of the city.

(3) The Muhammadan community has much the highest death-rate, and among the different sections of the Hindu community the death-rate progressively increases as one descends the social scale.

(4) The annual death-rate from all causes tends to increase rather than decrease in spite of the favourable age constitution of the population; and the seasonal incidence seems to be governed by conditions associated with the two monsoon periods.

(5) The true infantile mortality rate is somewhere about 500 per 1,000 based on the census population of this age group; and in the Georgetown divisions, the infantile mortality rates are much higher than in any other part of the city.

(6) The group of intestinal diseases is the most important cause of death in the city, being responsible for 37 per cent of the deaths whose causes are differentiated, and for from 25—37·5 per cent of the total mortality in the city. The incidence of this group reaches its highest peaks immediately after the two monsoon periods.

(7) Smallpox has become endemic in Madras and has been present in epidemic form four times during the last ten years. These epidemics have followed deterioration in vaccination work.

(8) The incidence of measles coincides closely with that of smallpox, the inference being that many deaths from smallpox are registered as measles.

(9) Since 1920 malaria has steadily increased and latterly deaths from "other fevers" have correspondingly risen in number. This group of diseases in 1926 was responsible for 10·7 per cent of the total deaths in the city.

(10) Tuberculosis is rapidly increasing in Madras and is now a serious menace to the population.

(11) Respiratory diseases have steadily and rapidly increased during the last twenty years. The total number of deaths from respiratory diseases *plus* tubercle for the period of years under review amounts to over 34 per cent of the total deaths whose causes are differentiated, and for 20—34 per cent of the total mortality in the city. Next to the intestinal diseases, therefore, this group constitutes the most important cause of sickness and death in the city.

(12) Nearly 43 per cent of the total deaths in the city are undifferentiated, being registered under the heading "other causes". This figure, taken with others already commented upon, indicates careless registration work.

25. The "terrible" conditions disclosed are a severe indictment of the Corporation; and the committee's recommendations cover practically the whole field of municipal administration as will be seen from the following summary:—

(1) *Water supplies.*—(*a*) Better sanitary control of collecting areas from which the Red Hills tank receives its supplies.

(*b*) Adequate purification of all the water from the Red Hills tank.

(*c*) Additional and adequate supplies of piped water to the outlying parts of the city.

(2) *Public and private latrines.*—(*a*) The provision of a large number of flush-out public latrines.

(*b*) The provision of a private latrine in every house in the city.

(3) *Reorganization of the conservancy system.*—(*a*) The formation of a separate cleansing department, managed by an administrative officer with sanitary-engineering experience other than the Health Officer.

(*b*) The trial of the gang system with hand carts, and motors to replace the present bullock carts.

(*c*) The provision of a large number of motor lorries for removal of house refuse.

(*d*) Improved organization of the repair workshops.

(4) *Sewerage.*—(*a*) The complete sewerage of all the densely populated areas of the city.

(*b*) The closure of all side-drains and the simultaneous provision of arrangements for removal of storm water.

(5) *Public and private dust-bins.*—(*a*) The more efficient application of sections 194–202 of the Madras City Municipal Act.

(*b*) The provision of private dust-bins in all plans for new houses and for remodelling of old houses, and in all other houses in the city within a period of two years.

(6) *Reorganization of the Health department.*—(*a*) Assistant Health Officers to have offices in the ranges under their charge.

(*b*) Sanitary Inspectors, Conservancy Officers and Sub-Assistant Surgeons in charge of municipal dispensaries to live in municipal divisions in which they work.

(*c*) The provision of a sub-office of the Health department in each municipal division, or group of divisions at which all local health officials may be found at certain hours of each day.

(*d*) The appointment of a Health Officer possessing experience sufficient to overcome the lethargy of the citizens and the resistance to advance so frequently met with.

(7) *Milk supply.*—(*a*) The opening of 8—10 milk-cow depots in different parts of the city, and the prohibition of keeping of cows in verandas, courtyards or in small insanitary cowsheds attached to dwelling houses.

(*b*) The immediate adoption of the Adulteration of Foods Act and the regulations framed thereunder.

(8) *Food-shops and coffee hotels.*—(*a*) The licensing of all food-shops, coffee hotels and similar places in the city.

(*b*) The attachment of stringent sanitary conditions to every such licence and the refusal to issue any licence until all the conditions are fully complied with.

(*c*) The rejection of all appeals made to the Standing Health Committee unless appellants have carried out all recommendations made by the Health Department.

(*d*) The appointment of at least two Food Inspectors,

(9) *Markets, public and private.*—(*a*) More efficient control of private markets under licence conditions prepared by the Health department.

(*b*) The provision of suitable sanitary conveniences, and better arrangements for the cleansing and conservancy of all markets.

(*c*) The provision of additional public markets for the accommodation of food-salesmen at present allowed to squat by the street side-drains.

(10) *Offensive and dangerous trades.*—(*a*) The licensing of all such trades, under strict conditions to be laid down by the Health department.

(*b*) The refusal of licences for such trades in residential areas and the rejection of all appeals made against this policy.

(*c*) The removal of the Government lime-kilns in Poonamallee High Road.

(11) *Licences and building plans.*—(*a*) Licensing work to be redistributed to the departments with which such licences are immediately concerned.

(*b*) All buildings plans to be scrutinized by the Health department.

(12) *The Cooum river.*—(*a*) The provision of additional flush-out latrines in Chintadripet and Egmore divisions.

(*b*) The diversion of all sullage and sewage, now running into the Cooum, to the underground sewage system.

(*c*) The prevention of mosquito breeding in the Cooum and Buckingham Canal by the anti-malaria organization.

(13) *Housing and the Town-planning Trust.*—(*a*) Amendment of the Town-planning Act.

(*b*) The Town-planning Trust to be initially financed by Government and to be empowered to engage the necessary engineering and other staffs in order that it may carry through improvement schemes for the slums and overcrowded areas of the city.

(*c*) The provision of decent housing accommodation for the people now living in the private and Government cheries and hutting grounds.

(*d*) Amendment of the City Municipal Act so that the Corporation may be enabled to undertake cleansing and conservancy of these cheries and hutting grounds.

(*e*) The provision of decent housing at the lowest possible rate, and the abolition of "squatters".

(14) *Tuberculosis.*—(*a*) The systematic watering of streets in order to minimize the dust nuisance.

(*b*) A large extension in the Corporation's programme for metalling and tarring of roads and streets.

(*c*) The provision of additional dispensaries.

(*d*) The opening of a suitable site for the accommodation of tubercular patients on the lines of the Madanapalle Mission Board Sanatorium.

(15) *Infantile mortality and child-welfare work.*—(*a*) The continuance of child-welfare work as a means of spreading knowledge of health.

(*b*) The appointment of a female Assistant Health Officer to be in charge of the whole of the Corporation's organization dealing with child-welfare and maternity relief work.

(16) *Malaria and mosquitoes.*—(*a*) The reconstitution of the anti-malaria organization disbanded in 1920.

(*b*) Prosecution of the anti-malarial measures proved to be successful in 1912–14.

(17) *Small-pox.*—(*a*) Separate staffs to be maintained for vaccination and registration work.

(*b*) Better supervision of the vaccination staff by the Assistant Health Officers.

(*c*) The output of work by the vaccination staff to be raised to the standard attained in 1910.

(18) *Registration.*—(*a*) Better supervision of registration work by Assistant Health officers.

(*b*) Better differentiation of causes of death and the removal from " unknown causes " of all deaths due to infectious diseases.

(19) *Communal hygiene and health propaganda.*—(*a*) The adoption of a definite scheme of health propaganda by officers and Sanitary Inspectors of the Health department.

(*b*) The teaching of hygiene in schools and colleges.

(*c*) The publication, weekly and monthly, of divisional statistics of births and deaths by leaflets, through the Press and in cinema houses.

26. *Relations with the local Government.*—Although the Corporation enjoys a very large degree of freedom, the Act does in certain particulars expressly subject it to the control of the local Government.

(1) *Officers.*—The Government appoint the Commissioner, fix his salary, give him leave and remove him from office. They confirm the appointments by the Council of Health Officer, Engineer and Revenue Officer ; and the appointment of a special officer needs their sanction and confirmation ; in default of an appointment by the Council, the Government may appoint any of those officers ; they may remove him from office ; and they must approve regulations governing the conditions of his service. In a special emergency the Government may appoint a special health officer. The creation of any new appointment with a maximum salary of more than Rs. 250 needs the sanction of the Government, and so do regulations regarding pensions and provident fund.

(2) *Finance.*—Any project estimated to cost more than Rs. $2\frac{1}{2}$ lakhs must be sanctioned by the Government. They also sanction the levy of a duty on the transfer of property and they

make rules for its collection ; the exemption of particular areas from the whole or a proportion of the water and drainage tax requires their sanction as does any contribution to defence or charitable funds, all borrowing of money, the term of loans, and the form of debentures ; if the Corporation makes default in the repayment of money borrowed from the Government, they may attach the municipal fund or a part of it ; the Government appoint auditors, hear appeals against orders of surcharge and fix the auditor's remuneration ; they must approve regulations fixing the forms of the budget estimates and the accounts, and they must sanction the deposit of municipal funds in any bank other than the Imperial Bank of India.

(3) *General.*—The Government may make building rules, rules regulating elections and any other rules ; they sanction all by-laws ; they may repeal a by-law or cancel a resolution ; they may call for any records or a report on any matter ; they may depute an officer to inspect anything and report on it to them ; they may direct any duty to be done, and if the Corporation make default, may appoint a person to take the action ordered at the cost of municipal fund. The Government notify the limits of municipal divisions ; they retain a special control over the part of the city known as the Esplanade ; any water-work or other activity outside the city requires their sanction, as does the permanent closing of a street or of a burial or burning ground ; they may order a census or notify a dangerous disease and they may exercise certain other powers in regard to municipal activities.

27. The following cases indicate the extent to which the Government have exercised their power of control over the Corporation :—

(1) *Officers.*—(*a*) Under the powers conferred by the Act the Government fixed the Commissioner's pay at Rs. 2,000—Rs. 2,500 with an annual increment of Rs. 250. Provision was made in the budget accordingly ; but the Council deleted the provision for increment, which the Government restored.

(*b*) The Council appointed a Health Officer ; but the Government refused to confirm the appointment, and, the Council having failed to make a fresh appointment, have themselves invited applications for the post.

(2) *Finance.*—(*a*) The Government have refused to sanction the Corporation's proposal to lodge a portion of the municipal fund in the Indian Bank.

(*b*) The Government have occasionally refused to sanction contributions which the Corporation proposed to make to institutions.

(3) *General.*—(*a*) The Act gives the Commissioner power to make certain appointments. The Council passed a resolution directing the Commissioner to consult the Standing Committee in making two such appointments. The Government cancelled the resolution.

(*b*) The Council passed a resolution prohibiting the slaughter of cows in the municipal slaughter-house. The Government called upon it to show cause why the resolution should not be cancelled. Whereupon the Council itself cancelled its resolution.

(*c*) The Government have declined to sanction all the water works by-laws and have suggested some modifications.

(*d*) The Government have deputed an officer to inspect and report upon the drainage works which are being executed by the Corporation Special Drainage Engineer.

(*e*) Till 1919 one of the general hospitals in the city was owned and maintained by the Corporation. In 1919 this hospital was transferred to the Government and with the compensation paid for the value of the buildings the Corporation has constructed a new Infectious Diseases Hospital which it now maintains. Negotiations are now in progress for the transfer of the Maternity hospital maintained by the Corporation to the control of the Government. In 1924–25 without any notice the Council of the Corporation deleted from its budget the provision for a contribution of Rs. 20,000 which it had paid annually to the Government since about 1880 towards the upkeep of the Government hospitals in the city. In consequence of this action and of the refusal of the Corporation to make the contribution in subsequent years, the Government have withdrawn the contribution of Rs. 20,000 a year which they were making towards the maintenance of the trunk roads within the city limits.

In general the relations between the Corporation and the Government have been far from cordial, the Corporation showing a tendency to protest against the exercise by the Government of the powers conferred by the Act in the matter of appointments and to resent the exercise of any authority even in such matters as the execution of its water-supply and drainage works for the financing of which it relies entirely upon the assistance of the Government.

B.—LOCAL BODIES.

1.—Constitution and Electorate.

Municipal Councils.

Strength.—Municipal Councils consist of elected and nominated members, the proportion of elected members not being less than three-fourths of the total strength. Appointments to the nominated seats are made by the Government with due regard to the representation of Muhammadans and other minorities.

Qualifications of voters.—Section 45 of the Madras District Municipalities Act, 1920, lays down that no person shall be included in the electoral roll as qualified to vote unless (i) he is a British subject or a subject of an Indian State, (ii) he has attained

the age of 21 years in the year preceding that in which the electoral roll is published, and (iii) he has paid the taxes, if any, due from him under the Act for such preceding year.

Section 46 also lays down (i) that no person shall be included in the electoral roll as qualified to vote at a municipal election unless he has resided in the municipality for 120 days in the aggregate in the year preceding that in which the electoral roll is published and (ii) has paid in such preceding year any of the following taxes:—

(*a*) Property tax.

(*b*) Tax on companies.

(*c*) Profession tax.

(*d*) Surcharge on income-tax payable under the Indian Income-tax Act.

Section 47 provides that the following classes of persons shall not be qualified to vote at a municipal election:—

(i) persons of unsound mind,

(ii) deaf-mutes,

(iii) persons convicted of election offences under sections 52 to 58 of the Act (for the period mentioned in the order under section 60).

Qualifications for members.—Section 45 of the Act provides that no person shall be qualified for election as councillor unless (i) his name appears on the municipal electoral roll, (ii) he is of the male sex, (iii) he is not a salaried officer of the Government other than a village officer.

The following classes of persons are disqualified for election or appointment as councillors:—

(i) persons sentenced by a criminal court to transportation or to imprisonment for a period of more than six months (while undergoing the sentence and for 5 years from the date of expiration of the sentence),

(ii) persons of unsound mind, deaf-mutes or lepers,

(iii) uncertificated bankrupts or undischarged insolvents,

(iv) officers or servants holding office under the Madras District Municipalities Act, or honorary magistrates for the municipal town,

(v) persons who are already councillors whose term of office as such will not expire before their fresh election or appointment can take effect,

(vi) persons interested in subsisting contracts made with or any work being done for the council (certain kinds of contract are excepted),

(vii) servants or employees of councillors,

(viii) persons convicted of election offences under sections 52 to 58 (for the period fixed in the order under section 60).

Machinery for elections.—The chairman shall annually prepare and publish an electoral roll showing the names of persons qualified to vote (section 44). It is also his duty to make arrangements for the election of councillors and of the vice-chairman. Not less than 20 days before the date fixed for the election of a councillor, the chairman has to publish a notice showing the programme of dates for the several stages of the election proceedings. The question of entrusting the conduct of elections to Revenue Officers in accordance with the suggestion made at the Collectors' Conference held in June 1927 is now under consideration.

Chairman.—Section 12 (1) of the Madras District Municipalities Act, 1920, lays down that unless the Government have directed by notification that the chairman shall be appointed by them, every council shall elect one of its members to be its chairman. All the municipal councils except Pollachi elect their chairmen.

Vice-Chairman.—The election of a vice-chairman is at present not obligatory on the council as section 12 (3) of the Act only provides that "a council *may* elect one of its members to be its vice-chairman." It is proposed to amend the Act so as to make this obligatory.

Local Boards.

So far as the elective strength of local boards and the qualifications and disqualifications of voters and members are concerned, what has been said above concerning municipal councils applies to local boards as well except that in lieu of (ii) under section 46 of the District Municipalities Act already referred to above the following qualifications have been prescribed in Schedule III to the Local Boards Act, 1920, for taluk and union board voters:—

(1) A person shall be qualified as a taluk board elector who—

(*a*) is registered as a ryotwari pattadar, or as an inamdar, of land in the taluk the annual rent value of which is not less than ten rupees; or

(*b*) holds in the taluk on a registered lease, under a ryotwari pattadar or an inamdar, land the annual rent value of which is not less than ten rupees; or

(*c*) is registered jointly with the proprietor under section 14 of the Malabar Land Registration Act, 1895, as the occupant of land the annual rent value of which is not less than ten rupees; or

(*d*) holds in the taluk, as a landholder as defined in the Madras Estates Land Act, 1908, an estate the annual rent value of which is not less than ten rupees; or

(*e*) holds, as ryot or as tenant under a landholder as defined in the Madras Estates Land Act, 1908, land in the taluk the annual value of which is not less than ten rupees; or

(*f*) was in the previous year assessed to income-tax; or

(*g*) is a retired, pensioned or discharged officer, non-commissioned officer or soldier of His Majesty's regular forces; or

(*h*) was in the previous year assessed in the taluk to one or more of the following taxes, namely, tax on companies or profession tax; or

(*i*) was in the previous year assessed in a union in the taluk to an amount of not less than rupees three in respect of house-tax.

Union Board Electors.

(2) A person shall be qualified as a union board elector who—

(*a*) was in the previous year assessed in the union to one or more of the following taxes, namely, tax on companies, profession tax or house-tax; or

(*b*) possesses any of the qualifications enumerated in clauses (*a*) to (*g*) of rule 1.

Provided that in the case of persons possessing the qualifications specified in clauses (*a*) to (*e*) of that rule the land or estate is situated within the limits of the union.

Elections.—The President and the Board are responsible for the conduct of election of members. In respect however of the preparation of the electoral roll, there is no statutory provision making the President responsible for it. The matter is regulated by rules under which the Revenue Divisional Officer has been appointed as the Registration Officer for the preparation of rolls for the taluk board or boards in his division. The president of the union board is responsible for the preparation of the roll for his union.

The Madras Local Boards Act does not provide for any scheme of direct election of members of district boards by the tax-payers and inhabitants of the local area, except in cases where there are no taluk boards in the district. The members of all district boards except the Nilgiris are thus elected by the taluk boards. It has been decided to provide for the system of direct election to district boards in the amending Bill now under consideration.

The question of entrusting the conduct of elections to local boards to revenue authorities is also under consideration.

Presidents.—(*a*) District Boards: Section 12 (1) of the Local Boards Act, 1920, provides that the Government shall either appoint one of the members of a district board to be its president, or by notification authorize the members of a district board to elect their president. The Government have authorized all the district boards save Malabar, Ramnad and the Nilgiris to elect their presidents.

(*b*) Taluk Boards: Section 12 (2) of the Act provides that unless the Government have by notification directed otherwise every taluk board shall elect one of its members as its president. The Government have directed that the presidents of the following taluk boards shall be appointed by the Government:— Perambalur (Trichinopoly district), Rajampet (Cuddapah district), Harpanahalle and Hospet (Bellary district). All the other taluk boards elect their presidents.

(*c*) Union Boards: Under section 12 (3) of the Act every union board has to elect its president from among its members.

Vice-presidents.—Section 12 (5) enacts that every district or taluk board shall elect one of its members to be its vice-presidents. There is no vice-president for union boards.

The following table gives the total number of voters, the number who went to poll and the percentage of such voters in regard to municipalities. The information for columns 2 and 3 is not available after 1919–20. Elections are by wards.

Year.	Total number of voters.	Number of voters who polled.	Percentage of voters who polled.
1909–10	11,937	8,143	68·2
1910–11	9,793	6,692	68·3
1911–12	18,473	12,329	66 7
1912–13	26,831	16,798	62·6
1913–14	14,052	8,800	62·6
1914–15	12,520	9,217	73·6
1915–16	28,254	17,899	63·4
1916–17	22,110	15,632	70·7
1917–18	14,356	10,177	70·9
1918–19	27,236	18,083	66·3
1919–20	49,168	32,817	66·7
1920–21	..	..	58·3
1921–22	..	..	44·7
1922–23	..	..	58·5
1923–24	.	..	61·5
1924–25	..	..	66·3
1925–26	.	..	70·2

The following table gives the percentage of voters for taluk boards who went to poll. The actual number of voters who polled are not available. Figures for union boards are not available. There is, as already stated, no direct election to the district boards.

Year.	Percentage of voters who polled.
1909–10	42·8
1910–11	41·0
1911–12	38·5
1912–13	50·0
1913–14	44·5
1914–15	45·4

Year.	Percentage of voters who polled.
1915-16	45·4
1916-17	..
1917-18	51·6
1918-19	45·5
1919-20	47·8
1920-21	32·03
1921-22	33 17
1922-23	35·7
1923-24	29·9
1924-25	44·4
1925-26	52·1

The following tables show the extent to which various communities were represented on district boards and municipal councils on 31st December 1922 and 31st December 1927. Comparative figures for taluk and union boards are not available.

On 31st December 1922.

Community.	District Boards.		Municipal Councils.	
	Elected.	Nominated.	Elected.	Nominated.
Brahmans	132	22	267	20
Non-Brahmans	486	111	739	192
Muhammadans	42	21	138	53
Indian Christians	13	17	57	53
Europeans and Anglo-Indians ..	10	25	20	43
Depressed classes	1	23	3	48
Others	..	..	2	2

On 31st December 1927.

Brahmans	78	24	240	22
Non-Brahmans	545	124	813	135
Muhammadans	40	33	171	57
ndian Christians	13	30	47	67
Europeans and Anglo-Indians ..	8	16	18	47
Depressed classes	2	22	7	44
Others	1	1	7	11

2.—The Executive.

The Chairman of a Municipal Council should convene meetings, carry out the resolutions of the council and exercise executive powers for the purpose of carrying out the provisions of the District Municipalities Act, 1920. Besides the Municipal Health Officer and Sanitary Inspectors under him, the council maintains an Overseer to look after roads and buildings and has staff for the collection of taxes. The Government may order the appointment of a paid chairman. The pay of the Health Officer is paid in part by the Government. The local hospital if not in charge of the Government is controlled by the municipal council.

The resolutions of local boards have to be carried out into effect by their presidents in whom the entire executive power is vested. The presidents and members of the boards cannot receive any salary or remuneration from local funds. Each district board has a senoir engineer called the District Board Engineer who belongs to the provincial service from 1st March 1924. His pay is wholly met by the Government. His travelling and other allowances are paid from local funds. He is under the control of the President, District Board, for administrative purposes. Under him are 3 or 4 Assistant Engineers and about 10 Overseers and Sub-overseers. These are paid from local funds. The engineering establishment of each district board is in charge of the construction and maintenance of all public works undertaken by the local boards in the district. Each district has also a public health establishment consisting of the District Health Officer and about 10 Health Inspectors who belong to provincial services paid by the Government. They work under the control of the presidents of district and taluk boards besides that of the Director of Public Health and, in case of plague, that of the Collector. They attend to preventive health measures and measures needed to suppress epidemics. The hospital at the district headquarters is under the control of the Government. Some of the hospitals at taluk headquarters are under such control too. The other hospitals are under the control of taluk boards. Various services are rendered to local boards by certain officers of the Revenue Department—mainly Tahsildars and village officers.

3.—Functions.

The purposes for which municipal funds can be spent are in general everything necessary for or conducive to the safety, health, convenience or education of the inhabitants or the amenities of the municipality and are detailed in rules 37–38 and 42 of Schedule IV of the District Municipalities Act. Expenditure on certain objects is declared obligatory. These objects include the provision of medical relief, maintenance of elementary schools, lighting of public streets, registering of births and deaths, vaccination, scavenging and provision of slaughter-houses. The council often maintains a secondary school and a hospital. It provides wells and in some cases a protected water-supply as also electric lighting.

The purposes to which the funds of local boards can be applied are set forth in sections 112 and 113 of the Act. They are in general everything necessary for or conducive to the safety, health, convenience or education of the inhabitants or the amenities of the local area concerned. The principal services attended to by them are detailed below:—

District Boards.

They construct and maintain the major roads in the district; they construct bridges; they maintain rest-houses for travellers,

They maintain the District Public Health establishments and the District Reserve staff of Medical officers, vaccinators and midwives.

They provide for the training of midwives and vaccinators.

They manage markets and fairs.

They maintain secondary schools.

Some boards have constructed railways. The Tanjore District Board has the longest line, 134 miles.

They manage charitable endowments transferred to them by the Government. For instance, the Tanjore District Board has a large property under its control which is endowed for chatrams (rest-houses) and is also used for other purposes such as education and hospitals.

Taluk Boards.

They construct and maintain the minor roads in non-union areas; also bridges and rest-houses on such roads.

They maintain a large number of elementary schools.

They maintain hospitals and dispensaries. Some have opened ayurvedic dispensaries.

They attend to sanitation, conservancy, water-supply and drainage in non-union areas. They take preventive and remedial measures connected with epidemics.

They attend to vaccination.

They maintain markets, cart-stands, slaughter-houses, burial and burning grounds in non-union areas.

Union Boards.

They maintain roads within union limits except the district roads.

They attend to lighting of roads, sanitation, conservancy, water-supply and drainage and the preservation of public health.

They maintain markets, cart-stands, slaughter-houses and burial and burning grounds.

Further details as regards certain important functions are given below:—

(*a*) *Communications.*—The policy in regard to roads has changed considerably during the last seven years. In the first place the scope of the duties of the local boards in regard to the construction and maintenance of roads and bridges was clearly defined in the new Madras Local Boards Act of 1920. A committee was constituted for each district for the classification of roads into main district roads and other roads. Of the latter those within union limits are to be looked after by union boards and the rest by taluk boards. In 1920 the Government appointed a committee to report on the financial relations between the Government and

local bodies. This committee suggested the further classification of district roads under three heads, viz., first class or trunk roads, second-class roads and other district roads. These trunk roads were selected by Government in consultation with the Chief Engineer, Public Works Department and the selection of roads as second class was left to the district boards.

From 1st April 1920 the Government agreed to make good to every district board the actual expenditure incurred by them on trunk roads subject to a maximum of Rs. 500 a mile and in the case of continuation of these roads within municipal areas the maximum was fixed at Rs. 1,000 a mile payable to the municipal councils concerned. The grants are disbursed subject to a report on the condition of the roads by the Superintending Engineer.

In regard to second-class roads, the Government make a grant from 1923–24 of one-half of the cost of maintenance of these roads subject to a maximum of a fixed amount for the whole district. No grant is given for similar roads in municipalities. This grant is made subject to a report from the Collectors of districts on the condition of the roads. No grant is paid for the construction of roads but if funds are available Government pay the full cost of bridges and culverts on trunk roads and half the cost if they are on second-class roads. The other roads are entirely financed by the local bodies from their own funds.

From 1925–26, however, the Government are giving grants for the improvement of village communications, ordinarily subject to the condition that the local boards contribute for the purpose an equal amount from their own resources. The grant sanctioned for a year has however to be expended before the close of that year. With a view to avoid the possibility of lapses, the Government have under consideration the formation of a rural development fund into which the local body will pay a definite portion of its income and claim a proportion of it from provincial funds.

The statistics submitted to Government with the administration reports of district boards have also undergone a change since 1921–1922 consequent on the classification of roads. The district board took over some taluk board roads and taluk board roads which were within union limits were transferred to the control and maintenance of union boards. From this year length of roads and streets in unions which are not parts of district or trunk roads are not shown in the statistics submitted to Government. On an average about 200 miles of new roads are being opened every year and the number of miles per 100 square miles of area is about 23.

District roads (including taluk board roads).—The total expenditure on roads has increased by more than 50 per cent, the average expenditure for the pre-war period being about Rs. 60 lakhs and that after the Reforms Rs. 95½ lakhs, the Government grants for the corresponding periods being Rs. 15 lakhs and Rs. 33 lakhs, respectively. The income from tolls also rose from Rs. 13¼ lakhs to Rs. 29¼ lakhs.

The cost of the engineering establishment has increased from Rs. 9·32 lakhs to Rs. 17·80 lakhs. There has however been a fall of about Rs. 2 lakhs since 1924–25 owing to the provincialization of the services of District Board Engineers under which the whole of the pay of these officers is met from provincial funds.

Union (or village) roads.—There has been a steady increase in the expenditure on these roads. It rose from Rs. 1·26 lakhs in the pre-war period to Rs. 1·33 lakhs during the war period and to Rs. 2·01 lakhs after the Reforms.

Municipal roads.—The mileage of roads maintained in urban areas rose from 1,779 to 2,274 and the expenditure thereon nearly doubled itself (Rs. 6·91 lakhs to Rs. 12·71 lakhs), the contributing factors for the increase being Rs. 1·12 lakhs, grants for the maintenance of trunk roads and Rs. 7·94 lakhs under the income from tolls. The income from the tax on carriages, carts, etc., rose from about Rs. 3 lakhs to Rs. 5½ lakhs.

(*b*) *Education.*—District and taluk boards and municipal councils provide educational facilities to the inhabitants within their respective areas. Union boards do not maintain any schools. Under section 95 (iv) of the Local Boards Act, 1884, every local board, i.e., district and taluk board should provide for the diffusion of education and with that view, the construction and repair of school houses, the establishment and maintenance of schools, either wholly or by means of grant-in-aid, the inspection of schools and the training of teachers. Under section 112 (1) (iv) of the Madras Local Boards Act, 1920, the diffusion of education and with this view the establishment and maintenance of schools, libraries and reading rooms and the inspection of schools are among the purposes to which local boards' funds may be applied. Though these are the purposes to which funds of local boards could be applied, their application is subject to the rules in rule 1 of Schedule V of the Madras Local Boards Act, 1920. Under this rule, district boards can spend funds only on secondary education and taluk boards only on elementary education. Union boards cannot devote their funds for educational purposes.

Both under the old District Municipalities Act of 1884 and the existing Act of 1920 municipal councils can provide for secondary and elementary education. Sections 113 (iv) and 117 to 124 of the Madras District Municipalities Act, 1884, define the powers of municipal councils in respect of education. The same powers are given in rules 40 (*b*) and 47 to 52 of Schedule IV of the Act. Under these provisions every municipal council has to make provision so far as the funds at its disposal may admit for the instruction in schools of all children of school-going age resident within the limits of the municipalities for whose instruction provision shall not otherwise have been made.

The provision of elementary education is regulated by the Elementary Education Act, 1920, under which municipal councils and taluk boards are recognized as agencies for the spread of

elementary education. Under section 32 of that Act it is incumbent on every local authority (i.e., municipal council or taluk board) to form an elementary education fund to which Government also contribute a sum not less than the proceeds of the education tax which a local authority levies, and a fixed recurring sum based on the expenditure from provincial funds on elementary education, in the area of the local authority in 1919–20.

(*c*) *Public Health.*—Public health administration is almost entirely vested in local bodies, the powers of the Public Health Department being advisory and supervisory. A detailed survey of the progress in regard to public health is given under the "Public Health Department" in the memorandum on the "Administration of Departments" and is therefore not repeated here.

(*d*) *Remunerative enterprises.*—They consist mainly of markets, cart-stands, slaughter-houses and avenues. The importance of developing the income from remunerative enterprises has more than once been brought to the notice of the local authorities, not only in the financial interests of the local bodies but for the provision of increased facilities and amenities to the public.

The allocation of the receipts among the district board, taluk board and union board introduced by the Madras Local Boards Act, 1920, has resulted in the transfer to the union boards of certain roads, markets, cart-stands and slaughter-houses till then under the control of the district and taluk boards, with the result that there has been an addition to the income of union boards from avenues on roads and the other sources. The income of local boards as a whole under these heads shows a steady increase.

The income from these sources (except avenues for which separate statistics are not available prior to 1920–21) has increased considerably in municipalities especially under markets where it has more than doubled itself.

(*e*) *Railways.*—Six district boards own open lines of railway, the total length under their control being about 275 miles and the net earnings therefrom about Rs. 15 lakhs. Excepting the Tinnevelly-Tiruchendur Railway (38 miles), the others were constructed before the introduction of the Reforms. The method of encouraging the financing of lines by district boards has practically ceased with the new policy of the Government of India in regard to the financing of branch lines published early in 1925. Under this policy the normal procedure will be the construction by the Government of India, or at its cost, by a company, of a branch line which a district board or local Government desires to have constructed and is prepared to guarantee against loss.

(*f*) *Motor licences.*—The Madras Local Boards Act of 1920 has enabled district boards to levy licence fees on public vehicles so as to compensate them for the large expenditure which they have to incur on the maintenance of roads consequent of the wear and tear caused to the roads by such traffic. Licence fees charged

by district boards on public vehicles have increased in the last three years from Rs.-3 lakhs to Rs. 6·15 lakhs. This is a growing source of income.

4.—Finance.

(*a*) *Powers of taxation*—(1) *Municipal Councils*:—Municipal councils have been empowered under the District Municipalities Act of 1920 to levy the following new taxes:—

(i) tax on companies,

(ii) tax on pilgrims arriving at or leaving by rail places of pilgrimage,

(iii) lighting tax,

(iv) railway tax, and

(v) surcharge on income-tax in lieu of profession tax.

Item (iii) is levied only in one municipality, viz., Ootacamund. Item (iv) is not levied in any of the municipalities. As regards item (v), viz., surcharge on income-tax, the Government of India, although they permitted inclusion of this provision in the Act when the Bill was submitted to them for sanction, subsequently demurred to this form of taxation when a similar proposal was submitted for sanction in the case of local boards. This tax is not levied in any municipality. The tax on servants which is leviable in hill stations is levied only in one municipality, viz., Kodaikanal, the other two municipal councils, viz., Ootacamund and Coonoor, having abolished it.

In regard to property tax—the main item of taxation—the new Act provides for the levy of tax on property at a consolidated and uniform rate on both lands and buildings, whereas the old Act provided for the separate levy of a tax on buildings or lands or both. The restriction as to the maximum rate of levy of this tax was removed. Municipal councils can now levy any tax other than the surcharge on income-tax without outside sanction, except the pilgrim tax which requires the sanction of the local Government and the Governor-General in Council. The property tax comprises (*a*) a tax for general purposes, (*b*) a tax for water and drainage purposes, (*c*) a lighting tax and (*d*) a railway tax. The last mentioned tax as observed above has not been levied in any municipality till now. Besides the above taxes leviable under the District Municipalities Act, municipal councils can also levy a tax for educational purposes as a surcharge on the general property tax and on the profession and companies taxes. Recently another enactment has been brought into force enabling local authorities to levy a tax on entertainments. Municipal councils have under the Act of 1920 the sole voice in determining what the nature of and the rate of taxes in its area shall be, but any reduction in the rate of or abolition of a tax requires the sanction of Government in the case of indebted municipalities.

(2) *Local Boards.*—Till the Local Boards Act of 1920 came into force, there was no change in regard to the main item of taxation leviable under the Local Boards Act of 1884, viz., land cess. The separate cess on land levied for purposes of construction of railway and tramways was abolished. The old Act provided for a special maximum cess of two annas in the rupee on the annual rental value of lands in the case of Malabar, South Kanara and the Nilgiri districts and a maximum of one anna elsewhere. Under the new Act of 1920, this special distinction was abolished and local boards were empowered to levy (*a*) a uniform obligatory cess of one anna in the rupee, the proceeds to be shared equally by the district and taluk boards and (*b*) an optional cess not exceeding three pies in the rupee for district board purposes alone and (*c*) an optional cess not exceeding three pies in the rupee for taluk board purposes alone.

Taxes on houses in unions.—The Act of 1884 permitted district boards to divide houses in unions into nine classes for purposes of assessment, but the Act of 1920 permitted assessment based on either the annual rental value or on the capital value of the houses whichever is decided on by the district boards concerned. The Act of 1920 provides for the following new taxes:—

A tax on professions,

A tax on companies,

A tax on pilgrims arriving at or leaving places pilgrimage or their vicinity.

Union boards may levy an additional tax to form a fund for public improvements, such as the provision of a water or drainage scheme for the whole or any part of a union. Another important change introduced by the Act of 1920 was that district boards got power to determine the nature of and the rate of taxation leviable in a local area without the sanction of the Government except in regard to the pilgrim tax which requires the sanction of the Governor-General in Council. Any reduction in the rate of or abolition of a tax has to be reported to the Government, their specific sanction to such reduction or abolition being required in the case of indebted boards. Under the Elementary Education Act of 1920 local boards can levy a tax for educational purposes as a surcharge on land-cess on the tax on houses in unions and on the profession and companies taxes. Under the Local Authorities Loans Act it is open to the Government to extend the provisions of that Act to any local board area.

(*b*) *Development of resources.*—The new sources of taxation mentioned above have placed additional revenues at the disposal of municipalities and local boards. The actual development of revenue of local bodies is dealt with separately under the heading "receipts". The Government have from time to time impressed on local bodies the importance and necessity of an early development of their resources by an expansion of services like markets, slaughter-houses, cart-stands, tree planting and transport. The effect of the steps taken by the local bodies will be apparent from the annual growth of income under these heads.

(c) *Collection of revenues—Municipalities.*—The following statement shows the number of municipalities which collected above 95 per cent of revenue, between 95 and 80 per cent and below 80 per cent in respect of tax on buildings and lands in 1909–10 and 1916–17 and in respect of the tax resources in 1921–22 and 1926–27:—

	Total number of Municipal Councils which collected.			
	Over 95 per cent.	Below 80 per cent of demand.	Between 85 and 90 per cent.	Total.
1909-10 (tax on buildings and lands only) ..	39	1	20	60
1916-17 do.	43	4	19	66
1921-22 (tax resources) .. .	16	32	32	80
1926-27 do. .. .	23	14	43	80

It will be seen that in 1909–10 nearly two-thirds of the number of municipal councils collected over 95 per cent and only one council collected less than 80 per cent. In 1916-17, the total number of municipal councils rose by six, but the proportion of the councils which collected over 95 per cent remained the same. Only 4 councils collected less than 80 per cent. In 1921–22 the collection of revenues very considerably deteriorated. Only one-fifth of the total number (80) collected over 95 per cent and as many as 32 collected less than 80 per cent. Since then the Government have been closely watching the progress of collection in the case of backward municipalities and make monthly reviews of the progress in some cases. The result is seen in the increase to 23 of the number of councils which collected over 95 per cent and in the marked diminution to 14 of the number of councils which collected less than 80 per cent of their revenues. The position is likely to improve further in the future. The Government have also under consideration the question of so amending the District Municipalities Act as to provide for the compulsory appointment of a revenue officer by councils which derive an income of over one lakh of rupees.

Local Boards.—Land-cess which forms the main source of income of local boards is collected by the Collector of the district and a few minor items like fishery rentals and ferry rents are also collected by the Revenue Department. Profession tax is collected by village officers on payment of a commission, but there are difficulties in the way as explained below. Local boards also feel difficulty in the collection of miscellaneous revenues like licence fees:—

(d) *Receipts and expenditure.*—Statements showing the receipts and expenditure of municipal councils and local boards in 1909–10, 1914–15, 1919–20, 1924–25 and 1926–27 are given in Appendix A.

It will be seen therefrom that in the case of municipal councils their revenue has risen from 42½ lakhs in 1909–10 to 123 lakhs in 1926–27, while their expenditure has risen from Rs. 37 lakhs to Rs. 110 lakhs in the same period. Their total income inclusive of capital and non-recurring items rose from Rs. 53 lakhs to Rs. 200 lakhs during the period, while their expenditure rose from Rs. 55 lakhs to Rs. 189 lakhs. Striking increases are noticeable under property tax. The tax for general purposes has nearly trebled, the main causes being the natural increase in the annual rental value of houses and also to some extent the increase in the number of municipalities. The income from water and drainage tax has more than trebled mainly due to the installation of more water and drainage systems. The new taxes mentioned in paragraph (*a*) above also contributed towards the increase of revenue. Tolls on roads and ferries and tax on vehicles and animals together have also trebled. The income from remunerative enterprises has increased one and half times. Government grants to municipal councils rose from Rs. 4·9 lakhs to Rs. 23·2 lakhs.

Expenditure on over-head charges, inclusive of cost of collection establishments, on maintenance of roads and on lighting has quadrupled. There is a very remarkable increase of expenditure on education—both elementary and secondary. In spite of considerable relief given by the Government by their taking over the headquarter hospitals and the provincialization of the pay of medical officers at taluk headquarters, the charges for medical relief have risen by nearly 75 per cent. Another striking feature indicative of the growing interest taken by local bodies in adding to the amenities of civic life will be found in the growth of capital charges from Rs. 17 to 79 lakhs representing expenditure on schemes of water-supply, drainage, communications, educational buildings, markets, etc.

The income from land-cess which is the main resource of local bodies rose by Rs. 20 lakhs, the chief reason for the increase being that the new Act enables local boards to levy an additional three pies for taluk board purposes alone. The income from tolls on roads and ferries has risen one and half times due partly to the establishment of more toll-gates and to some extent, the formation of new roads, but chiefly the increase of road traffic. The income from house-tax in unions has doubled owing to the formation of more unions and the change in the method of assessment. The new taxes mentioned in paragraph (*b*) have also contributed to some extent to the increase in revenue. The assessment and collection of profession-tax in rural areas have been found to be difficult owing to the facts (i) that the proceeds of the tax are not generally commensurate with the cost of a special staff for the purpose, (ii) that it has not been found possible to impose the duty of collection on the land revenue collecting staff, and (iii) that village officers are not generally anxious to undertake collection unofficially on receipt of a commission. The Government have accordingly been generally willing to assent to the abolition of the tax by such

local boards as can balance their budgets without it. With the organization and development of panchayats in rural tracts, the Government expect that the assessment and collection of the profession-tax will present fewer difficulties.

A few district boards are fortunate in possessing open railway lines of their own, the construction of which they financed. The net earnings of these have added considerably to their resources and enabled them to expand their services to a larger extent than it would have been otherwise possible. At present, six district boards, viz., Tanjore, Kistna, Salem, Coimbatore, Tinnevelly and Guntur own such lines. Other remunerative enterprises like markets, cart-stands, slaughter-houses and avenues have also been developed to some extent but there is room for further development. Government grants to local boards rose from Rs. 21½ lakhs to Rs. 99·79 lakhs. Local boards are not behind municipal councils in the interest they evince in adding to the amenities of rural areas. This will be seen from the fact that their expenditure on new and non-recurring works has risen from Rs. 9 lakhs to Rs. 90 lakhs.

The financial relations of local bodies with the Government were examined by a committee in 1920 and the Government have accepted most of their recommendations.

One important change introduced by the District Municipalities and Local Boards Acts of 1920, was that local bodies were given full power to frame their own budgets subject to two conditions (1) that they provide for the discharge of all loans contracted by them and (2) that they maintain a sufficient working balance. If the budgets of local bodies do not infringe these conditions, the Government do not interfere with them.

(e) Competence of financial management.—The increasing non-officialization of local bodies brought a considerable number of local bodies to a bankrupt or semi-bankrupt condition and the question how to prevent further breakdown of the finance was examined in 1923 and the following measures were adopted:—

(1) Each local board was made responsible for the compilation of its accounts.

(2) The treasury was made a mere banker and no overdraft was allowed on the treasury; the deficits if any of the local bodies at the time the changes were introduced were made good either by a contribution from the district board or by a compassionate grant from the Government.

(3) A new system of audit by a competent staff under the Examiner of Local Fund Accounts was also introduced.

(4) To boards which administer their finances very badly, the Government provide advice through the Inspector of Municipal Councils and Local Boards. Under the directions of Government a local committee consisting of the presidents of local boards and

the Collector have drawn a normal budget for each local board. The Government have also considered the question of reducing the number of superfluous taluk boards which were in a chronic state of insolvency and they have abolished such of the boards as were unable to support an independent existence.

The increase in the number of taluk boards with the consequent increase in the over-head charges, the inability of some of the taluk boards to provide adequate funds for the expansion of services and the conflicts between taluk and district boards have all brought to the forefront the question whether it is necessary to continue to have taluk boards at all and in the Bill to amend the Local Boards Act it is proposed to do away with taluk boards and to entrust the administration of taluk board services to committees of district boards.

A perusal of the report of the Examiner of Local Fund Accounts on the audit of accounts of local bodies for 1926–27 shows that there was a slight improvement in the state of accounts of a few local bodies while the neglect of local bodies to watch the growth of revenue, delay in the settlement of audit objections and difficulties in the execution of public works not to mention other important defects in the accounts continue.

5.—Power to make by-laws.

Section 202 of the Local Boards Act, 1920, specifies the subjects in respect of which by-laws may be made by the district board. The procedure for making by-laws is laid down in section 204 under which the district board should, before making or altering by-laws publish the draft of the same and invite and consider objections or suggestions, if any. After making such alterations as may be considered necessary with reference to the objections or suggestions the district board has to submit the by-laws to Government for approval and confirmation. By-laws which have been duly confirmed have the force of law. In making a by-law, the district board may provide for a penalty for breaches thereof, the maximum penalty being a fine of Rs. 50 (section 203).

Section 306 of the District Municipalities Act, 1920, specifies the subjects on which a municipal council can make by-laws. The procedure for the making of by-laws is laid down in section 310 and is similar to that applicable to local boards.

6.—Supervision and Control.

The Government exercise administrative control over local bodies with reference to the provisions of the Madras District Municipalities Act, 1920, and the Madras Local Boards Act, 1920. Both these Acts were drawn up on the basis of the policy laid down by the Government of India in 1918 in their resolution on Local Self-Government. The power of control includes power to suspend or cancel resolutions, orders, etc., in certain cases to appoint supervising officers and to dissolve councils and local boards and to

supersede councils. The Act gives Collectors also powers to suspend resolutions subject to report to Government, to enter on and inspect any immovable property or any work in progress, and to provide in cases of emergency for the execution or any work or the doing of any act which local boards and municipal councils or their presidents and chairmen are empowered to execute or to do. The following are some of the important powers reserved to the Government under the Madras Local Boards Act, 1920, and the Madras District Municipalities Act, 1920:—

(1) Power to require a local board to appoint a Health Officer and to fix his salary as well as that of the Engineer, and to approve their appointment and removal and power to require a municipal council with an income of rupees one lakh to include a post of Health Officer and of Engineer in its establishment schedule and to fix their salaries and approve their removal.

(2) Power to alter budgets if provision is not made therein for adequate discharge of loans and for a minimum balance.

(3) Power to appoint auditors.

(4) Power to direct payment of contributions.

(5) Power to make rules and approve by-laws.

(6) Power to extend the provisions of the Madras District Municipalities Act to local board areas.

(7) Power to settle disputes between local bodies.

The chief inspecting agencies are the Inspector of Municipal Councils and Local Boards, the Examiner of Local Fund Accounts, the Surgeon-General, the Director of Public Health and the Sanitary Engineer.

7.—General.

(i) *Splitting up of Taluk Boards.*—The Royal Commission on Decentralization in dealing with sub-district boards (i.e., taluk boards) were strongly in favour of the principle that sub-district boards should form an essential part in the scheme of the Local Self-Government ; that they should have adequate resources and a large measure of independence and that their jurisdiction should be so limited in area as to ensure both local knowledge and interest on the part of the members and be at the same time a unit well known to the people. They also added that the taluk or tahsil would ordinarily be the best jurisdictional unit for sub-district boards of this description. They did not however desire to press for change where subdivisional borads had been working or might be made to work satisfactorily by enlisting public interest in their proceedings. After examining this suggestion carefully, this Government reported to the Government of India that the arrangement then in vogue by which the jurisdictions of sub-district boards in the Presidency were conterminous with revenue divisions was found in practice to work satisfactorily and that they considered that no change was necessary. The Government of India accepted these views.

The advisability of constituting as far as possible a separate taluk board for each revenue taluk was however suggested to the Government by Diwan Bahadur M. Ramachandra Rao by means of a resolution in the local Legislative Council in 1915. He recommended that when a taluk board's income exceeded a lakh of rupees, the advisability of constituting as far as possible a separate taluk board for each revenue taluk under the board should be considered by the Government. The then Hon'ble Member for Local Self-Government (Sir P. S. Sivaswami Ayyar) opposed the resolution as it stood on the following grounds:—

(*a*) that as the provisions of the Madras Local Boards Act, 1884, required that the Revenue Divisional Officer should be ex-officio member and president of the taluk board unless the Government deemed it fit to let non-officials or other persons be nominated as presidents, the system of a separate taluk board for each taluk would be to render it exceedingly difficult for a Revenue Divisional Officer to preside at meetings of the taluk boards and to discharge his duty efficiently ;

(*b*) that the splitting up of one taluk board into two or more boards would involve a considerable reduplication of machinery, the creation of more establishment and consequent increased financial liability and the multiplication of work in other offices with which presidents of taluk boards had to correspond ;

(*c*) that the proposal would affect adversely several of the poorer taluk boards ; and

(*d*) that it would not be possible to secure suitable men as members and presidents to preside over headquarters taluk boards which had till then been in charge of official agency.

After a full discussion in the Legislative Council, the Government accepted the resolution in the following non-committal form:—

"This Council recommended to the Governor in Council the consideration of the desirability of reducing the area of the jurisdiction of taluk boards *wherever desirable in the interests of administration.*"

Since the acceptance of the resolution, the Government have allowed the splitting of taluk boards wherever it has been asked for by the boards and the division was not open to financial objections. The Madras Local Boards Act, 1920, has done away with the provision requiring the Revenue Divisional Officer to be ex-officio member and president of the taluk board. The number of taluk boards rose from 97 in 1919–20 to 125 in 1922–23 as a result of the splitting of existing boards. The present number is 129. Recently, however, when the Tindivanam taluk board was proposed for division, the Minister for Local Self-Government decided to wait till the question of the abolition of taluk boards was settled.

In 1926 a committee was appointed for the purpose of investigating the possibility of making the panchayat the basis of local fund administration and at its instance Mr. N. Gopalaswami

Ayyangar drew up a scheme for founding Local Self-Government on village panchayats. Under the scheme, taluk and union boards were to be abolished, their functions and resources being divided between panchayats and district boards. The district board would be enlarged and its function exercised by statutory committees, e.g., Finance, Health, Education, etc. *The scheme was communicated to certain presidents of district boards and Collectors* for remarks. *A majority of the persons consulted were against it.* In the Bill to amend the Madras *Local Boards Act, 1920, it is* proposed, however, to do away with *taluk boards and to provide* for the administration of the services in their charge by subject committees of district boards.

(ii) *Tendency to readjust functions between local bodies and the Government.*—(1) Under section 44 (*i*) of the Madras District Municipalities Act, 1920, the chairman of a municipal council is responsible for the preparation of the electoral rolls for the municipality under his jurisdiction. It is now proposed to amend the Act so as to entrust the work of preparing these rolls to the Revenue Divisional Officer. Under the Act it is also the chairman's duty to make arrangements for the election of municipal councillors. The question of entrusting this work as well to the Revenue Department is separately under consideration.

(2) The electoral rolls for taluk boards are now prepared by the Revenue Divisional Officers. The question of entrusting the conduct of elections of the union and taluk boards to the Revenue Department is also engaging the attention of the Government.

(3) So far as the administration of public health is concerned, local bodies are primarily responsible for it under the District Municipalities and Local Boards Acts, 1920. The power of appointing Health Officers is vested in the municipal council or the President of the local board concerned. It is, however, proposed to amend the Acts so as to empower the Government to constitute any class of officers or servants of local boards into a provincial service and to make rules regulating the cassification, methods of recruitment, conditions of service, etc. The amount to be spent on Health Officers and Inspectors from provincial funds is Rs. 7 lakhs for 1928–29.

(4) Between 1917 and 1920 the Government took over the management of almost all the district headquarters hospitals in order to improve them and make them up to date so that they might serve as models for the rest of the district. The decision was made before the Reforms. Previous to this, they were maintained by the concerned local bodies. Hospitals at taluk headquarters are also being taken over by the Government. The Government have budgeted Rs. 25 lakhs on account of mufassal hospitals and dispensaries in 1928–29.

(5) The service of District Board Engineers has been provincialized from 1st March 1924. This has involved an expenditure of Rs. 2 lakhs from provincial funds.

(6) Veterinary institutions previously managed by local bodies were provincialized on 1st April 1922—involving a cost of Rs. 1½ lakhs met from provincial funds.

(7) The amount to be spent on municipal surveys from provincial funds is Rs. ·26 lakhs in 1928–29.

(8) The amount to be spent from provincial funds on Local Fund Audit establishment in 1928–29 is Rs. 3·5 lakhs.

(9) A sum of Rs. 2·19 lakhs is budgeted for 1928–29 for expenditure on colleges and schools taken over by the Government and for Supervisors of elementary schools merged in the cadre of Deputy Inspectors.

(10) A sum of Rs. 1·07 lakhs is budgeted for 1928–29 for the establishment of District Medical Officers.

Relations between local councils and officers in reserved departments—

The chief reserved department with which the local bodies have relations and dealings is the Revenue Department which attends mainly to all land acquisition work for them and to the collection of land cess. There are certain items of work which are done for local bodies by officers of the Revenue Department. The Collector has certain statutory powers of control over and interference in the affairs of local bodies.

APPENDIX A.

District Municipalities.

I.—Receipts (in lakhs of rupees).

Serial number.	Head of account.	1909-10.	1914-15.	1919-20.	1924-25.	1926-27.
	A.—Ordinary.					
1	Property tax—General purposes ..	11·8	14·7	19·7	27·9	29·8
2	Water and drainage tax	3·9	6·5	9·4	11·6	13·8
3	Lighting tax	..	..	..	0 2	0·2
4	Education tax	..	..	..	1·6	2·0
5	Profession tax	2·3	2·7	3·6	5·7	5·5
6	Companies tax	..	..	..	1·5	1·4
7	Tax on servants (in hill stations) ..	0·1	0·1	0 1	0·1	..
8	Pilgrim tax	..	..	..	1·1	1·2
9	Tolls (on roads and ferries) ..	4·9	6·7	9·8	13·4	15 6
10	Tax on vehicles and animals ..	2·7	3·2	3·7	5·4	6·0
11	Rent of lands, houses, dawks, bungalows, rest-houses, etc.	0·5	0·7	1·0	2·0	1·2
12	Conservancy receipts	0·8	1·0	1 1	1·9	1·8
13	Licence fees	1·0	1·3	1·7	3·2	3·4
14	Fees and revenue from educational institutions.	1·6	2·5	3·0	4·3	5·1
15	Income from markets, cart-stands and slaughter-houses.	3·3	4·1	5·7	7·9	8·5
16	Interest on investments	0·2	0·4	0·8	0 7	0·3
17	Government grants	4·9	20·0	18·2	11·0	10 9
18	Recoveries on account of service rendered to private individuals.	2·0	2·9	3 7	6·9	5·9
19	Other ordinary receipts	2·5	3 3	4·8	6·5	10·0
20	Total—Ordinary receipts	42·5	70·1	86·6	112 9	122 6
	B.—Capital or Extraordinary.					
21	Loans	4·4	0·9	4·5	6·9	24·9
22	Government grants	(Included under ordinary receipts up to end of 1920-21.)			5·4	12·3
23	Sale proceeds of lands	0·7	1·9	1·4	0·9	1·7
24	Investments realized	0·2	1·2	2·0	1·5	2 9
25	Deposits and advances	5·3	11·4	26·6	19·2	34·2
26	Other capital receipts	..	..	..	1·0	•1·0
27	Total- Capital receipts	10 6	15·4	34 5	34·9	77·0
28	Grand total—Ordinary and Capital receipts.	53·1	85·5	121·1	147·8	199·6

APPENDIX A—*cont.*

DISTRICT MUNICIPALITIES—*cont.*

II.—Expenditure (in lakhs of rupees).

Serial number.	Head of account.	1909-10.	1914-15.	1919-20.	1924-25.	1926-27.
	A.—Ordinary.					
1	General administration and collection charges including cost of surveys.	3·1	4·1	6·4	10·6	11·7
2	Public Works establishment charges.	0·4	0·7	1·2	1·7	1·9
3	Maintenance of roads (excluding new works).	3·5	5·3	5·4	10·7	14·6
4	Lighting	1·7	2·7	4·1	5·7	6·9
5	Education—Elementary	2·3	3·4	6·0	12·1	14·1
6	Other than elementary	2·1	3·5	3·8	7·0	8·0
7	Maintenance of hospitals and dispensaries.	4 4	6 4	8·0	7 8	7 5
8	Health Officers and Sanitary Inspectors.	..	..	1·0	2 0	2·0
9	Conservancy charges	9·5	12·1	16 4	19·8	19·4
10	Vaccination charges	0·2	0 2	0·4	0·5	0·5
11	Water-supply and drainage maintenance charges.	2·5	3 7	5·8	8·0	10·6
12	Other public health charges ..	1·2	1·0	2·8	2·2	3·0
13	Markets, cart-stands and slaughter houses.	0·1	0·2	0·6	0·9	1·1
14	Interest on and repayment of debt.	2·5	3·1	3.4	6·0	5·1
15	Other ordinary miscellaneous charges.	3·7	9·5	5·2	0·8	·4
16	Total—Ordinary charges	37·2	55·9	70·5	95·8	109·8
	B.—Capital.					
17	New buildings and lands	3·6	9·4	..	..	..
18	Water-supply and drainage schemes	4·5	4·6	5·1	10·0	22·1
19	Investments made	1·4	1·5	4·0	5·6	11·6
20	Deposits and advances	6·7	7·7	24·3	22·3	28·8
	Other capital expenditure including buildings under—					
21	(*a*) Management	..	..	0·2	0·4	2·8
22	(*b*) Communications including lighting.	1·2	1 8	3 9	2·4	5·3
23	(*c*) Education	..	..	1·6	1·2	3·3
24	(*d*) Public Health	..	..	5·4	1·4	3·3
25	(*e*) Remunerative enterprises such as markets.	..	..	..	2·5	2·3
26	Total—Capital charges	17·4	25·0	44 5	45·8	79·5
27	Grand total—Ordinary and Capital charges.	54·6	80·9	115·0	141·6	189·3

APPENDIX A—*cont.*

LOCAL BOARDS.

I.—Receipts (in lakhs of rupees).

Serial number.	Head of account.	1909-10	1914-15.	1919-20.	1924-25	1926-27.
	A.—Ordinary Receipts.					
1	Land cess	64·91	67·40	75·41	79·00	84·56
2	Tolls on roads and ferries	13·37	18 97	28·87	33·54	34·51
3	Education tax	..	..	..	7·20	10·45
4	Profession and companies tax ..	..	..	..	4·14	3·72
5	Pilgrim tax	..	..	..	0·22	0·16
6	House tax in unions	6·84	8·36	11·00	12·10	13·53
7	Additional house tax in unions for special improvements such as water-supply and drainage schemes.	..	..	..	0·03	0·11
8	General fees, fines and forfeitures —fines under the Police Act.	0·44	0·60	0·61	1·35	2·01
9	Sanitary fees and fines	0·25	0·35	0·45	1 03	2·72
10	Fishery rents	1·67	1·91	1·94	2·25	2·15
11	Rents of choultries	4·54	3·86	4 02	1 32	6·64
12	School fees	2·92	3·71	5·35	7·65	8·56
13	Government grants (for maintenance of services).	21·58	69·32	68 69	83·08	93·20
14	Markets, cart-stands and slaughter-houses.	3·22	3·91	4·69	6·52	7·47
15	Sale of tree produce and avenue clippings.	2·25	2·72	3·41	3 44	4·67
16	Interest on investments	2·01	3·90	6·26	8·23	11·52
17	Income for working of railways ..	4 55	5·58	9·11	15·10	9·58
18	Income from motor buses .. .	..	.	..	0 60	1 15
19	Other miscellaneous ordinary receipts.	2·99	4·43	7·80	17 16	23 28
20	Total—Ordinary receipts	131 54	195·02	227·64	283·96	320·01
	B.—Capital Receipts.					
21	Loans	0 10	0·20	0·38	8 68	9·43
22	Government grants	..	..	..	3·58	6·59
23	Sale proceeds of lands and other property	0·16	0 26	0·69	0·42	0·48
24	Investments realized	..	..	..	2·18	20·46
25	Deposits and advances	9·07	16·24	23 28	38·42	48 85
26	Other capital receipts	..	..	..	2 75	4·00
27	Total—Capital receipts	9·33	16·70	24·25	56·03	89·76
28	Grand total—Ordinary and Capital receipts.	140·87	211 72	251·89	339·99	409·77

APPENDIX A—*cont.*

LOCAL BOARDS—*cont.*

II.—Expenditure (in lakhs of rupees).

Serial number.	Head of account.	1909-10.	1914-15.	1919-20	1924-25.	1926-27.
	A.—Ordinary.					
1	General administration and collection charges.	7·67	9·10	13·48	18 36	20·67
2	Establishment and contingencies appertaining to Public Works tools and plant.	8·82	12·20	15·04	22·89	18·79
3	Repairs and maintenance of roads..	39 11	52·10	66·01	76·55	89·53
4	Maintenance of schools—					
	(i) Elementary	10·60	22·50	37·56	56·68	73·07
	(ii) Other than elementary ..	3·21	4·67	9·24	15·65	20·27
5	Maintenance of hospitals and dispensaries	9·60	12·43	15·74	16·61	20·20
6	Vaccination charges	1·47	1 62	1·88	2·98	3·43
7	Sanitation charges	9·11	7·24	8 75	8·19	8·98
8	Water-supply and drainage—Maintenance and repair.	0·08	2·24	1·77	1·99	3·45
9	Expenses for the working of railway.	2·89	2·99	3·62	14·89	..
10	Expenses for the working of motor buses.	..	..	..	0·19	0·30
11	Interest on and repayment of debt.	0·24	0·01	1 97	6·65	7·05
12	Other ordinary charges	6 71	8·39	12·35	40·33	27·82
13	Total—Ordinary charges	99·51	135·59	187 41	281·96	293·56
	B.—Capital.					
14	Management	..	..	..	0·61	3·67
15	Roads and bridges	15·62	21·33	19 21	9·64	29·64
16	Education	..	..	..	4·11	7·24
17	Medical	..	..	..	1 01	1·18
18	Water-supply and drainage ..	0·38	5·69	3 77	0·25	4 48
19	Railways	0 83	17·52	0·07	3·08	1 04
20	Investments made	..	..	..	8·11	19·75
21	Deposits and advances	20·07	24·15	29·95	21·48	46·62
22	Other capital expenditure	7·56	16·05	10·82	6·84	1·21
23	Total—Capital expenditure ..	44·46	84·74	63·82	55·13	114·83
24	Grand total—Ordinary and Capital charges.	143·97	220·33	251·23	337·09	408·39

C.—VILLAGE PANCHAYATS.

1. A statement showing the number of villages in each district and the number of panchayats constituted therein from 1920–21 onwards is given in Appendix I. The number of panchayats up to date is about 2,500.

2. *Constitution and electorate.*—The panchayat is an entirely elective body. Its minimum strength is 7, its maximum 15. There are no property restrictions on the franchise. All male residents of the village who are not less than 25 years of age are entitled to vote and to be elected as members of the panchayat. The absence of property qualification has given opportunities to members of the depressed classes, a number of whom have been elected as members of panchayats. The available figures for 1926–27 (and these are not exhaustive) showed that there were 182 Adi-Dravida members on 149 panchayats. In most villages the voters have proceeded on the principle—well recognized in all village common affairs—of each important community being represented on the panchayat.

Panchayat elections are conducted by the presidents of taluk boards, honorary organizers of panchayats or other persons deputed by the Registrar-General of Panchayats for this purpose. The presiding officer decides on objections if any raised to voters or candidates and his decision is final. If the number of candidates is in excess of the number of panchayatdars, the presiding officer has to ascertain by show of hands or otherwise the number of voters present who are in favour of each candidate and to declare duly elected the candidates to whom the greatest number of votes has been given. There is no information as to the proportion of voters who took part in elections.

3. *Finance.*—The Act places no specific resources at the disposal of the panchayat. No taxation is compulsory, permissive powers to raise taxes are, however, conferred upon panchayats and these being wide and elastic have been taken advantage of by a large number. The Act mentions specifically a house-tax and a profession-tax and a few unimportant fees, but in addition to or in lieu of these permits panchayats to propose and obtain sanction for any other tax or fee which is suitable and convenient for the village community. Under this latter provision, a variety of taxes and fees which even now are being informally collected all over the Presidency for financing village common funds have been allowed to be levied under the provisions of the Act. Taxes are levied by some panchayats for particular purposes, by others for specific works. They are in several areas levied in kind. In a great many panchayats, exemptions from payment are allowed in favour of those who elect to contribute their quota in labour. In some cases panchayats have taken under their control the collection and administration of village sources of common income other than taxation, e.g., cattle dropping in public places, thatching grass growing in beds of tanks, the right to gather babul pods

or the leavings in groundnut fields, the privilege of grazing ducks in harvested fields and removing silt from drinking water ponds. Some of the taluk boards have made over small sources of their income in panchayat areas to the panchayats. Village common lands have in some villages been taken over by panchayats.

Direct State aid to panchayats started in 1925–26 with a small allotment of Rs. 8,000 for grants to be made to panchayat libraries. The grants are made subject to the condition that the panchayat provides the accommodation and equipment and finds in addition an amount equal to the Government grant either in cash or in the shape of books. The grant was increased to Rs. 10,000 in 1926–27 and to Rs. 20,000 in the current year. The number of panchayats which obtained these grants was 103 in 1925–26, 143 in 1926–27 and 183 in 1927–28.

In the year 1926–27, the experiment was commenced of establishing elementary schools under the management of panchayats in villages with a population of not less than 500 which are not already provided with schools. The Government pay a minimum annual teaching grant of Rs. 180 per school. The panchayat is responsible for providing a school-house accessible to all communities and for meeting all other expenditure on the school. Three hundred such schools were established in 1926–27 and 500 more in the current year. Free and compulsory education has been introduced in four panchayat areas in the current year at the request of panchayats ; and a large number of requests for its introduction in other panchayat areas has been received.

In 1927 Government inaugurated the policy of paying direct to panchayats grants for the improvement of village communications and water-supply. The amounts allotted for this purpose are Rs. 1·35 lakhs under communications and Rs. 1·20 lakhs under water-supply. The grant in the case of each work represents half its estimated cost, the other half being found by the panchayat in cash or labour.

Complete figures of receipts and expenditure are not available. Figures for 535 panchayats in 1926–27 show receipts of Rs. 2·14 lakhs and an expenditure of Rs. 1·89 lakhs with a balance of Rs. ·25 lakh.

4. *Functions.*—The functions which a panchayat may exercise are detailed in sections 15 to 20 of the Act and are summarized in Appendix II. None of them is obligatory. A number of these functions have been undertaken by many panchayats. Others have confined their activities to one or two of them only such as the running of a school, the opening and maintenance of a library, the clearance of prickly-pear, the making or maintenance of a road, the performance of customary repairs by villagers to irrigation sources or the regulation of the distribution of water therefrom. A considerable amount of all this work is done by the mobilization of village labour for common purposes.

5. The president of the panchayat is himself the executive officer of the panchayat. Very few panchayats employ clerks and servants. The relations between officers of the local boards and panchayats appear to be cordial, at any rate, no complaint has so far been received. On the other hand, complaints have been received from several panchayats about want of co-operation on the part of village headmen.

6. The Registrar-General of Panchayats is in charge of all the work in connexion with these institutions over the whole Presidency. He deals directly with panchayats and has no salaried subordinates working in the districts under him. In the immediate work of organizing, guiding and supervising panchayats in the districts, he relies on the assistance of honorary workers, either presidents of local boards or organizers of panchayats. The powers of Government shown in Appendix III have been delegated to him. The post was first created for one year from 15th December 1921 and has been continued ever since on a temporary basis. The Inspector of Local Boards and Municipal Councils is also the Registrar-General of Panchayats.

Honorary Organizers of Panchayats.—These are non-officials appointed by the Registrar-General with the approval of the local Government to assist him in constituting and nurturing panchayats in the several districts. There were 87 of them in 1926–27. The Government have sanctioned the payment of travelling allowances to them at the rate of Rs. 2 per day for those days devoted by them for panchayat work beyond a radius of 5 miles from their headquarters.

APPENDIX I.

STATEMENT SHOWING THE LIST OF VILLAGE PANCHAYATS IN EACH DISTRICT.

District.	Number of villages in the district.	Number of village panchayats constituted in the year.						
		1920–21.	1921–22.	1922–23.	1923–24.	1924–25.	1925–26.	1926–27.
Anantapur	836	..	..	11	23	47	18	26
North Arcot	2,246	..	..	8	36	109	123	268
South Arcot	2,333	..	..	5	17	15	22	17
Bellary	911	..	..	4	4	3	1	4
Chingleput	2,129	..	2	10	5	1	19	16
Chittoor..	1,990	..	8	20	3	2	14	96
Coimbatore	1,096	..	..	24	1	..	..	62
Cuddapah	885	.	..	1	1	..	..	..
Ganjam	* 6,273	..	..	..	..	..	1	3
East Godavari	* 2,522	..	..	1	6	2	3	7
West Godavari .. .	777	..	..	..	7	..	9	18
Guntur	923	..	..	1	3	..	4	15
South Kanara	798	..	..	2	..	2	2	3
Kistna	1,719	..	..	1	5	16	2	23
Kurnool	779	..	..	9	..	..	1	1
Madura	1,057	..	..	1	6	7	44	13
Malabar	2,203	..	..	1	..	..	..	..
Nellore	1,616	..	..	3	5	2	2	5
Nilgiris	54	..	..	..	..	..	..	..
Ramnad	3,505	..	..	..	8	12	13	49
Salem	2,293	..	..	19	7	2	10	211
Tanjore	2,510	..	..	3	14	25	33	100
Tinnevelly .. .	958	..	..	14	10	4	12	11
Trichinopoly	1,045	..	..	8	13	7	8	14
Vizagapatam	* 8,338	..	..	..	..	..	6	9

* Includes villages in the Agency.

APPENDIX II.

FUNCTIONS WHICH MAY BE PERFORMED BY A VILLAGE PANCHAYAT.

Under section 15 *of Act XV of* 1920—

1. Construction and maintenance of village roads, bridges and buildings.
2. Lighting of streets.
3. Construction of drains.
4. Cleansing of streets, removing of prickly-pear, improving sanitation.
5. Provision of latrines.
6. Opening and maintenance of burning and burial grounds.
7. Sinking of wells, making bathing ghats.
8. Control of cattle stands, threshing floors and other communal lands.
9. Control over rest-houses.
10. Extension of village-sites.
11. Enforcement of vaccination.
12. Registration of births and deaths.
13. Maintenance of libraries.
14. Control of pounds.
15. Village protection.
16. Other measures of public utility calculated to promote the safety, health, comfort or convenience of the villagers.

Under section 16 *of the Act, the following functions may be delegated by a Local Board to a panchayat*—

1. Control over markets and cart-stands.
2. Arrangements for fairs and festivals.
3. Control of fisheries.
4. Establishment and maintenance of elementary schools.
5. Provision of medical relief.

Under sections 17 *and* 18—

Management of village forests and village irrigation, if permitted by the local Government.

Under section 19—

Management of institutions, if permitted by the local Government or local boards.

Under section 20—

Exercise of other functions permitted by the local Government.

APPENDIX III.

POWERS DELEGATED TO THE REGISTRAR-GENERAL OF PANCHAYATS.

Item.	Section of the Village Panchayat Act.	Subjects.
1	3 (7)	Declaring any area to be a village for the purposes of the Act.
2	4	Directing the constitution of a panchayat and modifying or cancelling a notification constituting a panchayat.
3	5	Determining the numerica strength of a panchayat and the relative strength to be allotted to each revenue village where a panchayat has jurisdiction over more than one revenue village
4	11	Removing any panchayatdar or president from his office.
5	14	Determining the name of a panchayat.
6	26 (1) (*a*), (*b*), (*d*) and (*e*).	Approving the levy of taxes and fees mentioned in clauses (*a*), (*b*), (*d*) and (*e*).
7	26 (2)	Sanctioning levy of taxes and fees.
8	33	Suspending or cancelling any resolution of a panchayat or any order or notice issued by a panchayat or its president and prohibiting any act such as that mentioned in the section.
9	40	Power to direct a panchayatdar to pay to the panchayat the amount required to reimburse it for loss, etc., caused by his misconduct.

The Working of the System of Government

VII.—Administration of Departments.

ADMININISTRATION OF DEPARTMENTS.

(1) THE REVENUE AND (2) MAGISTERIAL DEPARTMENTS.

The head of the Revenue Department is the Board of Revenue. The Magisterial Department is for administrative purposes under the direct control of the Government.

The Board of Revenue.

The Board of Revenue is a statutory body constituted under and regulated by Madras Regulation I of 1803 as modified by Madras Act I of 1894. It consists normally of three senior Members of the Indian Civil Service though selected members of the Madras Provincial Civil Service may be appointed to serve on it. Questions are decided either by a resolution of the Board as a whole or by individual members in accordance with the distribution of business made by virtue of the Regulation and Act governing its proceedings. A member dissenting from the majority may record his dissent and the proceedings of the Board on any question shall at the motion of any Member be referred to the Local Government.

Most of the duties with which the Board is charged are statutory and are subject to statutory limitations, but some it performs subject to the general control of the Government by virtue of executive orders of the Government delegating specific powers to it. It is responsible for seeing that the District Collectors and their subordinates discharge their respective duties properly and that all orders and regulations are properly carried out and for this purpose is vested with disciplinary powers.

To one Member of the Board who is called the Commissioner of Land Revenue and Settlement is entrusted the administration of matters relating to the survey, classification and registration of the land (including the maintenance of the survey records), the periodical settlement of the land revenue in cases in which it has not been permanently settled, the irrigation of land in its non-technical aspect, famine relief, the disbursement of loans to ryots for improvements to their lands and the culture of them, the remission of the land revenue and the postponement of its collection in bad seasons.

To another Member of the Board who is called the Commissioner of Land Revenue is entrusted the administration of general matters concerning the land and land revenue such as the assignment and relinquishment of land, the acquisition of land for public purposes and the collection of the land revenue and matters relating to estates the land revenue of which has been permanently settled.

The other Member of the Board is the Commissioner of Excise who in addition to his duties as such is charged with the administration of matters connected with the revenue from stamps and cotton excise.

By virtue of Madras Acts II of 1894 and III of 1895 supplemented by the executive orders of the Government, the Board is the final authority exercising control over the village officers.

By virtue of Madras Act I of 1902, the Board is a Court of Wards responsible for the administration of the estate of any landholder who by reason of minority or other cause specified in the Act may be declared by the Local Government to be a ward of the Court.

The abolition of the Board of Revenue.

The Legislative Council has repeatedly voted in favour of the abolition of the Board of Revenue.

In 1921 a Committee of officials and non-officials was appointed to inquire into the expediency and feasibility of replacing the Board of Revenue by alternative agencies so as to carry on the administration with economy and at the same time without loss of efficiency. Previous to the appointment of this Committee, the question of the abolition of the Board had been considered but the alternative had always been the appointment of Divisional Commissioners. The Committee of 1921 were of opinion that under the system of Divisional Commissioners, there would be a lack of uniformity of policy, that it would be less efficient, would depress the status of Collectors and tend to centralization. The Committee considered that the really fatal objection was that it would be far more expensive than the Board of Revenue and strongly recommended that the system should not be further considered.

The alternatives then were either (1) that the Board must be retained as a Board or as Commissioners for separate subjects or (2) the Members and Ministers of Government must take upon themselves directly the functions at present performed by the Board.

In 1921, the Board consisted of four members for (1) Land Revenue, (2) Settlement, (3) Excise and (4) Income-tax. The Committee recommended that the Commissioner of Income-tax should not continue on the Board and that the other three should constitute the Board. This has been given effect to.

The arguments advanced in view of this retention of a Board of three Members were:—

(1) In Revenue equally with other departments, there must be under Government heads of various branches of administration. It would be a fatal mistake to attempt to bring the Members of Government into direct touch with the *minutiae* of district business. The work is far too large in volume for a Member of Government to deal with it.

(2) Under a variety of Acts, the Board of Revenue is constituted as the final authority to decide appeals and revision petitions from the decisions of Collectors and other officers.

(3) In view of the increasing responsibility of Government to the Legislature, it is improper that its Members should sit as a Court and hear statutory appeals.

(4) Three Commissioners for (1) Land Revenue, (2) Settlement and (3) Excise are necessary. While retaining these separate Commissioners, there is no advantage in abolishing the Board in name. Joint deliberation of the Commissioners on matters of policy would enhance the value of their opinion and advice to Government.

The arguments advanced in the Legislative Council for the abolition of the Board are:—

(1) With the large expansion in the Executive Council, the work done by the Board can be done by the Government. Such a view was held by the Decentralization Commission. There is at present a duplication of work in the office of the Board and in the Secretariat.

(2) The abolition of the Board economizes expenditure.

(3) The Collector deals directly with the Government in all matters except Land Revenue. He may do so about Land Revenue also, with some strengthening of the Secretariat staff if necessary.

(4) The Government deal directly with numerous Presidents and Chairmen of local bodies and with 26 District Magistrates. So they can with 26 Collectors.

(5) Even if a Commissioner of Land Revenue be needed, the Board can be replaced by one Commissioner of Land Revenue and a Commissioner of Excise.

(6) Amendments of Acts can be made where necessary to provide for appellate authority where the Board now acts as such.

(7) The existence of the Board prevents the Government from having first hand knowledge. A vital department like the Land Revenue Department should be directly brought under the influence of the Legislative Council and this can be done only by the subject being dealt with in the Secretariat and not by a separate body like the Board.

Administration in the Districts.

The Presidency excluding the City of Madras is divided into 25 districts. For purposes of revenue administration, each district is divided into four or five divisions ; most divisions into taluks ; and each taluk into a hundred or more villages. The officers of other departments are generally distributed according to the territorial divisions made for the Revenue Department.

The Collector and District Magistrate.

Each district of the Presidency is in charge of a single officer known as the Collector and District Magistrate who is a member of the Indian Civil Service or a specially selected member of the Provincial (Madras) Civil Service. He is the direct representative of the Government for all general purposes in the district.

As District Magistrate he is the chief executive authority in the district and as such is responsible to the Government for the maintenance of law and order and the criminal administration of the district for which purposes the police force is under his control and direction and the Superintendent of Police is his assistant, though the Superintendent and the police force which he commands are under the disciplinary control and technical supervision of the Inspector-General of Police and his deputies. He is also responsible for the administrative control of the subordinate magistracy. He rarely tries a criminal case but he is responsible for seeing that the trying Magistrates do their work properly.

As Collector he is responsible to the Board of Revenue and through it to the Government for the proper collection of the revenue due to the Government in the district and for the administration of all matters connected with the land other than Irrigation, Agriculture and Forestry in their technical aspects and Registration. He is also responsible to the Board of Revenue and through it to the Government for the administrative control of the subordinate revenue staff through the agency of which most of the details of general administration are attended to.

As administrative head of the district the Collector has general supervision over the District Forest Officer who pending any reference to higher authority must obey any order which the Collector may issue to him. The District Forest Officer and his subordinates are, however, under the disciplinary control and technical supervision of the Chief Conservator of Forests and his Conservators ; and, inasmuch as the District Forest Officer is responsible for the management of only commercial and protective forests, his work is almost entirely technical in character and the actual connexion between the Collector and the District Forest Officer is restricted to questions of general administration and is comparatively slight. Forests which have little or no commercial or protective value and which are of importance only as providing firewood, grazing and other local conveniences for the villagers are not under the control of the District Forest Officer but are managed by forest panchayats, i.e., committees under the direct control of the Collector.

As administrative head of the district the Collector has at his disposal, if required, the assistance and professional advice of the Executive Engineer of the Public Works Department and his staff. He may issue definite instructions to the Executive Engineer and, as in the case of the District Forest Officer, pending any reference to higher authority these instructions must be complied with. The Executive Engineer and his staff are under the disciplinary control and technical supervision of the Chief Engineers and their Superintending Engineers ; but the Collector must be consulted in connexion with all proposals for important changes in the distribution of water or in any other branch of the Public works administration. The Collector has the right to propose such changes and the construction of new works and the repair of existing works ; and these proposals may be disregarded only for

reasons to be recorded and communicated to him by the Superintending Engineer. The connexion between the Collector and the Executive Engineer is much closer than that between the Collector and the District Forest Officer and more nearly resembles that between the District Magistrate and the Superintendent of Police.

With the activities of the other departments of Government, such as the Agricultural Department, the Collector and District Magistrate has no direct connexion. Each department works under its own head who is directly responsible to the Government and has its own officers in each district. Similarly, with the various boards, such as the District Board, which operate in the sphere of local self-government, the Collector has no direct connexion. It is, however, his duty as the direct representative of the Government for all general purposes in the district to keep in touch with the activities of all the special departments and local boards in order that he may have a general knowledge of all that goes on in his district and be in a position to help and advise when required to do so. The Collector is the Returning Officer and appoints the Polling Officers for the elections in his district for the Legislative Council.

There is a Sessions Judge for each district. He tries all criminal cases committed to the Sessions Court by First and Second Class Magistrates and hears appeals from the sentences of First Class Magistrates ; appeals from the judgments of Sessions Judges lie to the High Court.

The Revenue Divisional Officer and Subdivisional Magistrate.

Each district is divided into a number of divisions usually four or five. Each division is in charge of a Revenue Divisional Officer and Subdivisional Magistrate who is usually a member of the Provincial (Madras) Civil Service though one or more in each district is to be a junior member of the Indian Civil Service. These officers are the principal assistants of the Collector and District Magistrate and are responsible to him for the maintenance of law and order in their divisions, for the collection of the revenue due to the Government and for the administration of all matters connected with the land other than Irrigation, Agriculture and Forestry in their technical aspects and Registration. Each occupies a position in his division corresponding to that of a Collector and District Magistrate in his district and is expected to keep in touch with the activities of all departments of the Government in his division and to have the same general knowledge concerning his division as the Collector has concerning his district. He prepares the electoral rolls of voters for the rural constituencies in his division for the elections for the Legislative Council. As Subdivisional Magistrate he tries all important cases which are not sufficiently serious to be committed to the Court of Session, i.e., which do not require a punishment more severe than rigorous imprisonment for two years and he hears appeals from the Subordinate Magistrates who are under his administrative control. Appeals against his own decisions are disposed of by the Court of

Session. He is responsible to the Collector for the proper discharge of their duties by the subordinate revenue staff including the village officers and for the proper working of the village courts known as panchayat courts and the forest panchayats.

The Tahsildar and the Sub-Magistrate.

Each division consists of one or more taluks each of which is in charge of a Tahsildar who is responsible to the Revenue Divisional Officer for the collection of the revenue due to the Government and for the proper administration of all matters connected with the land other than Irrigation, Agriculture and Forestry in their technical aspects and Registration, and whose business it is to keep in touch with the activities of all departments of the Government in his taluk and to have the same general knowledge concerning his taluk as the Revenue Divisional Officer has concerning his division. He is specially charged with the duty of seeing that the revenue due to the Government is promptly and properly collected and with superintendence over the work of the village officers. To assist him he has a number of Revenue Inspectors, each of whom is entrusted with the supervision of the work of the village officers in a number of villages and with the performance in those villages of certain specified duties in connexion with the administration of matters connected with the land and the collection of the revenue. The Revenue Inspectors are clerks deputed from the Tahsildar's office after passing certain qualifying tests; and the Tahsildar himself is a member of the Madras Subordinate Service who has usually risen from the post of a clerk. The Tahsildar is ex-officio a Subordinate Magistrate; but he rarely exercises any magisterial powers. In the more important taluks the Tahsildar not infrequently has also the assistance of a Deputy Tahsildar who is directly responsible subject to the general supervision of the Tahsildar for the revenue administration of a portion of the taluk.

For each taluk there is a Sub-Magistrate stationed at the Tahsildar's headquarters who disposes of all criminal cases which are not of sufficient importance to be tried by the Subdivisional Magistrate or so petty as to bring them within the jurisdiction of the Village Court. A Deputy Tahsildar, where such an officer exists, also exercises the powers of a Sub-Magistrate and tries within his jurisdiction the cases which would otherwise have been disposed of by the Sub-Magistrate at the Tahsildar's headquarters.

The Village Officers.

For each village there is a headman, a karnam (i.e., accountant) and usually three or more village servants. These attend to the actual details of general administration in the village. The headman is the representative of Government in the village. He exercises petty magisterial powers and, unless a Village Panchayat Court has been established for the village, he disposes summarily of civil suits in which the amount of money involved is small. He is responsible for the collection of all the revenue due to Government from the village and has to perform a number of miscellaneous administrative duties. He is directly responsible to the

Tahsildar (or Deputy Tahsildar if there is one) and his work is inspected by a Revenue Inspector working under the Tahsildar or Deputy Tahsildar.

The karnam is entrusted with the keeping of the village accounts and is subordinate to the headman. He prepares for the use of the headman a statement of the revenue to be collected in all cases in which the demand depends upon the accounts kept in the village. (In other cases the demand is communicated to the headman by the Tahsildar.) He is a clerk of the headman in his capacity of Magistrate and Civil Judge.

The village servants are under the control of the headman. Where there are only three, one is a village policeman, another is a messenger, and the third attends to the distribution of water for irrigation.

Generally speaking, the village offices are hereditary. Where by law they are not hereditary, the hereditary principle is generally followed in making appointments. They are appointed by the Revenue Divisional Officer in ryotwari areas and elsewhere by the proprietors of estates subject to the approval of the Revenue Divisional Officer concerned or by him if the proprietor makes default in appointing. To qualify for office, headmen and karnams have to pass a simple examination. In the case of offices which are by law hereditary a suit for office lies. Appeals against orders of appointment lie to the Collector and in some cases to the Board of Revenue. Village officers are punished by Tahsildars and Revenue Divisional Officers. Orders of punishment are appealable unless the punishment is petty. In no cases does any appeal lie to the Government. The final authority in all matters relating to the village officers is the Board of Revenue.

For the financial year 1926–27, the demand of land revenue was Rs. 787 lakhs (in round figures); Rs. 752 lakhs were collected and a balance of Rs. 35 lakhs remained over.

The cost of the district establishment in 1926–27 was Rs. 48 lakhs for Collectors and Divisional Officers with their establishments; Rs. 55 lakhs for Taluk establishments and Rs. 121 lakhs for village establishments.

Criminal Judicial.

At the end of 1926 the administration of criminal justice, apart from the High Court and the Presidency Magistrates, was in the hands of—

29 Sessions Courts (including 3 for the Agency tracts),
4 Additional Sessions Courts,
25 District Magistrates' Courts,
2 Additional District Magistrates' Courts,
111 Subdivisional Magistrates' Courts,
15 Courts of Assistant and Deputy Magistrates,
461 Subordinate Magistrates (including 160 Tahsildar-Magistrates),

203 Benches of Magistrates (including 155 Honorary Magistrates),
56 Special Magistrates' Courts and
1 Honorary Magistrate,

while, 1,392 Village Magistrates and 2,326 Panchayat Courts tried criminal cases during the year.

The total number of original cases instituted in Criminal Courts was 367,163; and the number of appeals was 7,224. Of 3,894 persons tried by Village Magistrates, 27 per cent were convicted. Of 60,233 persons tried by Panchayat Courts 30 per cent were convicted. Fifty-four per cent of the trials concluded in the regular Magistrates' Courts ended in conviction while of persons tried in Courts of Sessions 47 per cent were convicted. Of the appeals heard by First-class Magistrates, 35 per cent were successful; 23 per cent of the appellants in Sessions Courts were successful; and only 13 per cent of those who appealed to the High Court.

Changes of policy after the Reforms.

1. *Recruitment to services.*—With a view to give effect to the resolution passed in the Legislative Council in August 1921 and in order to increase the proportion of posts in Government offices held by non-Brahmans, the Government have directed that the principles prescribed for the Revenue Department in the Board's Standing Orders on the subject of appointments among various castes and communities should be extended to appointments of all grades in all departments and instructed all heads of departments and other appointing officers to adhere strictly to this principle in filling up vacancies in the future.

2. *Amelioration of the conditions of depressed classes—Assignment of land.*—For this purpose, the Government have ordered that in the case of villages which contain a considerable extent of land available for occupation the Collector should and in all other cases he may, if he thinks it necessary in the interests of the depressed classes, set apart a specific area for cultivation to the members of the depressed classes. They have also ordered that valuable land which is ordinarily sold in auction should if applied for by them be assigned to them on payment of estimated market value which may be collected in easy instalments.

3. *Principles of re-settlement.*—In 1924, the Government decided that in future re-settlements where enhancement of rates of assessment was proposed on the basis of the rise of prices only, the percentage of enhancement over the immediately preceding rates should not exceed $18\frac{3}{4}$ per cent.

4. *Increase of the resources of Municipal Councils.*—In 1921, the Secretary of State sanctioned the proposal to increase the resources of Municipal Councils in this Presidency by transferring to them that portion of the land revenue which represents the ground rent on lands within municipal areas in excess of the ordinary agricultural assessment payable to the Government on such lands. The Government gave effect to this from 1st April 1923 and directed that for purposes of calculation the agricultural

assessment on the lands should be assumed to be a uniform rate of Rs. 6–4–0 an acre liable in certain circumstances to revision at the re-settlement.

Relations with other departments.

1. *Local Bodies.*—Under the old Municipal and Local Boards Acts of 1884, the Revenue Divisional Officer was an ex-officio member of the Municipal Councils and Local Boards in his jurisdiction and the Collector was an ex-officio member of the District Board. Both the Collector and the Revenue Divisional Officer had large powers of control. But under the new Act, they are no longer ex-officio members, and the Collector has got powers of control only in emergent cases. The items of work to be done for them by the Revenue Department have also been limited to certain specified items.

2. *Co-operative Department.*—After the reorganization of the department, a separate cadre of Deputy Registrars has been formed. The system of deputing Deputy Collectors for co-operative work is no longer in force.

3. *Salt Department.**—With effect from 1st April 1924, the Salt Department which was combined with the Abkari Department was separated from it and constituted into a separate department. It is now independent of both the Excise and the Revenue departments.

4. *Income-tax Department.**—This originally was administered by the Land Revenue Department. It was organized as a self-contained department in 1922 and is now independent of the Revenue Department.

5. *Forest Department.*—The control over the ryots' forests which formerly vested in the Forest Department has now been transferred to the Land Revenue Department.

6. *Departments of the Government of India.*—The transfer of State lands and buildings between the Local and Central Governments is governed by the Secretary of State's rules issued with a Resolution of the Government of India (Finance Department) in 1925.

Changes in staff.

These are described below:—

1. Changes due to the Retrenchment Committees recommendations:—

(1) Abolition of the leave reserve of Deputy Collectors and Survey officers,

(2) reduction in the number of monigars from 312 to 10,

(3) abolition of assistant karnams in proprietary areas,

(4) abolition of the Agency division,

(5) abolition of the Rayadrug division and the Siruguppa taluk in the Bellary district.

* NOTE.—Income-tax and Salt Revenue are now credited to Central Revenues as a result of the Reforms and hence the Income-tax and Salt departments are now separated from the Revenue and Excise departments respectively.

2. Changes due to the resolutions passed by the Legislative Council.—On the 23rd March 1921 the Legislative Council adopted a motion for deleting the provision made for the Land Records establishment. The whole establishment excepting the post of Director of Land Records was abolished, and the post of Director of Land Records was kept unfilled. In 1925–26, Inspecting Tahsildars were appointed for each district except Madras and the Nilgiris: and in the Nilgiris, an Inspecting Deputy Tahsildar was appointed. The post of Director of Land Records was filled up in the current official year.

3. Administrative measures:—

(1) For want of sufficient work one survey party was abolished from 1st October 1927.

(2) Consequent on the transfer of control of the ryots' forests to the Revenue department, 25 posts of Forest Panchayat Deputy Tahsildars have been created.

(3) In 1923 the Government directed that the activities of the Minor Irrigation staff should be confined to works which did not require high technical skill and that the other works should be referred to the Public Works department for execution and that the posts of Minor Irrigation Supervisors should be abolished as vacancies occurred. Five such posts were accordingly abolished. In 1927 the Government found that the arrangement had not proved effective and restored the posts which had been abolished.

(4) In 1921 a permanent addition to the Deputy Collector's cadre of 10 appointments was sanctioned to provide for Assistant Registrars of Co-operation. When the Co-operative department was reorganized in 1925, the Government ordered that the most suitable among the Deputy Collectors who were then in the Co-operative department should be retained temporarily for a period of five years and that at the end of that period they should revert either to the Revenue department or be absorbed in the new class of Deputy Registrars. They also ordered that when the Deputy Collectors who were in the department retired or reverted to the regular line, their place should be taken by the new class of Deputy Registrars.

(5) In 1922, the Secretary of State sanctioned the creation of a self-contained Income-tax department. The posts of Income-tax Tahsildars and Deputy Collectors were thereupon abolished.

(6) Revision of village establishments was undertaken.

(7) Bifurcation of the Kistna district into two districts called the Kistna and the West Godavari districts.

Survey and Settlement.

The Survey and Settlement departments work under the control of the Board of Revenue and their work is closely connected with that of the Land Revenue department.

Settlement.—The greater part of the area of Madras Presidency is under the "ryotwari" tenure. The assessment on such land is payable to the Government and is liable to revision once every thirty years. The functions of the Settlement department is to fix the assessment on land where it has not been done already (such cases are not common) and to revise the assessment of areas when the periodic revision is due. It examines the economic condition of the district to be settled, collects statistics which form the basis for the revision of rates of assessment, introduces the revised rates, corrects the registration records and brings on record all the changes in regard both to Government land and private land which have taken place during the previous thirty years. There are at present four Settlement parties working in the Presidency. All these are permanent. Each party is in the charge of a Special Settlement Officer or Special Assistant Settlement Officer who works under the control of the Board of Revenue. To each party a temporary staff is attached, the strength of which varies with the amount of work to be done each year. This is in addition to the permanent sanctioned strength of the party. The expenditure on the Settlement department in 1926–27 was nearly Rs. 8 lakhs.

Survey.—The Director of Survey is the head of the department and is subject to the supervision of the Commissioner of Revenue Settlement. The work of the Survey department is mainly confined to the cadastral survey of the Presidency. This survey was commenced in 1858. The object of the survey is the delimitation of the boundaries of villages and holdings and the preparation of field maps, village maps, taluk maps and land registers giving the number, nature, tenure, area, assessment and reputed ownership of each holding.

The policy of Government is gradually to reduce the Survey staff until the nucleus which will be necessary as a permanent measure is reached.

There were six survey parties until last year. One of these was abolished with effect from 1st October 1927. There are at present only five parties working each in charge of an Assistant Director of Survey. To each party a temporary staff is attached, the strength of which varies with the amount of work to be done each year. The expenditure on the Survey department in 1926–27 was about Rs. 14 lakhs.

Land records.—A special Tahsildar in each district under the control of the Collector attends to the maintenance of survey records during the currency of a survey and makes the necessary changes in them from time to time. The Director of Land Records supervises the work in the whole Presidency.

Codification of settlement procedure.—At present, the settlement and the revision of assessment on ryotwari land are regulated by executive rules. In their report on the Government of India Bill of 1919, the Joint Select Committee of the Parliament

recommended legislation embodying the main principles on which the assessment of these lands is based. Since the introduction of the Reforms, the demand for such legislation has become more and more insistent.

A draft Bill was prepared by the Board of Revenue in 1921 and was examined by a mixed committee of officials and non-officials. In 1924, this Bill was introduced in the Legislative Council with a clause, then for the first time inserted, restricting the percentage of enhancement at any revision on the sole ground of rise in prices to $18\frac{3}{4}$ per cent. The Bill was rejected by the Council at the first reading.

In 1925, the Madras Government prepared a fresh Bill which contained provisions giving the Legislative Council the power to fix by means of a Taxation Bill the money rates of assessment which might be introduced at initial settlements and at re-settlements. When the Bill was submitted to the Government of India for approval, they expressed their inability to accept the proposals on the ground that they involved a fundamental departure from the practice which had obtained in land revenue settlements throughout India, that no similar proposals were contained in the legislation introduced or about to be introduced on the subject in other parts of India and that a careful examination of the language used by the Joint Select Committee showed that their support could not be claimed for the proposal.

A Bill revised in accordance with the views of the Government of India was published in February 1927 inviting public criticism. This Bill omits the provisions regarding the fixing of rates of assessment by the Legislative Council and is not in essentials different from the Bill as rejected in 1924.

The communications received by the Government on the draft Bill were all hostile, and the Bill was further subjected to adverse criticism both in the Press and in the Legislative Council. The principal objections were that the Bill did not contain a provision for a permanent settlement and that it did not give any power to the Legislative Council to sanction or reject proposals relating to the imposition of an increased assessment.

At the budget meeting of the Legislative Council in March 1927, the discussion of motions to reduce the allotment in the budget for "Survey and settlement" was the occasion for a debate on the introduction of a Land Revenue Settlement Bill. The views expressed in the Legislative Council show clearly that the Legislative Council will not pass any legislation of this nature, unless it contains a provision giving power to the Legislative Council to sanction taxation proposals. His Excellency the Governor in Council has therefore been compelled to the conclusion that it would be futile to proceed with the introduction of the Bill and is of opinion that it is not desirable at present to make any further attempt to give statutory form to the rules and orders that regulate the revision of land revenue assessments in ryotwari tracts in the Presidency.

(3) THE POLICE DEPARTMENT.

The main function of the Police department is the maintenance of law and order. In this Presidency the primary police duties are performed by the ordinary police force assigned to each district. Besides this force, armed reserves are stationed in the districts to deal with emergencies, e.g., the occurrence of riots, communal disturbances, labour troubles and breaches of public peace which demand the presence of a better armed and disciplined force than the ordinary force. Normally the armed reserves provide guards, escorts and orderlies.

In addition, there are two special police forces, the Malabar Special Police and the East Coast Special Police. The Malabar Special Police was formed as a result of the experiences of the Mappilla Rebellion of 1922. The East Coast Special Police had its origin in a special force formed at Rajahmundry in 1921. The disturbance of 1922—24 in the Agency tracts led to its being put on its present semi-military lines. These are intended to be striking forces to deal with sudden emergencies short of wide-spread and organized rebellion. It has now been decided to disband the East Coast Special Police and not to reconstitute it as a separate unit. It has been suggested that in its stead a separate district armed reserve be set up at Rajahmundry.

The Railway Police is employed for the preservation of law and order within the Railway limits.

The Criminal Intelligence department is intended to collate and distribute information regarding organized crime.

The village police is under the control of the District Magistrate; its function is to assist the police in the investigation and detection of crime.

In special localities, ghat talaiyaris enlisted and controlled by the Police department, are employed to supplement the police in guarding roads.

The Inspector-General is the head of the Police department and adviser to Government in all matters connected with the police administration. He exercises general control over the police force. He may, from time to time, subject to the approval of the Governor in Council, frame such orders and regulations as he shall deem expedient relative to the general government and distribution of the force, to the collecting and communicating of intelligence and information and all other matters relating to the force.

A Deputy Inspector-General is in charge of a range of about six districts and is a link in the chain of responsibility between the Inspector-General and district officers. He carries out a large amount of inspection. He should maintain efficiency and discipline, ensure uniformity of procedure and practice and secure

co-operation between the police of his several districts as well as harmonious working between the police and the magistracy. He should control, instruct and advise Superintendents of Police. He decides appeals from the orders of the Superintendents. It is also the duty of the Deputy Inspector-General to exercise a constant scrutiny over the course of investigation of cases, and see that superior officers take an adequate part therein. He has a large measure of administrative control within his range, e.g., in the matter of appointments, postings, leave, rewards and punishments.

The Commissioner of Police is in charge of the police force in Madras City.

The District Superintendent of Police is the head of the district police force. He is responsible for all matters relating to its internal economy and management, for the maintenance of its discipline and the punctual and regular performance of all its preventive and executive duties. The Superintendent is the District Magistrate's assistant for police purposes, and it is his duty to keep the latter fully informed, both by personal conference and special report of all matters of importance concerning the peace of the district and the state of crime. The Superintendent shall, whenever practicable, personally investigate and superintend the investigation of serious crime such as dacoity, highway robbery, murder, etc.

Commandants of the special police forces occupy the position of Superintendents with regard to the forces under them and are under the administrative control of the Inspector-General.

Assistant and Deputy Superintendents of Police: These two classes of officers who are generally in charge of a revenue division exercise the same functions, the former being of the Imperial Service and the latter of the Provincial Service. They are entirely under the orders of the District Superintendent of Police whom they are bound to keep fully informed of their proceedings and of what is going on in the subdivision, and to consult in matters of difficulty. Their duties are similar to those of the Superintendents detailed above, subject to the limitation that their jurisdiction extends only to their subdivision. They should, whenever possible, personally investigate cases of grave crime.

Inspectors of Police: They are generally in charge of a circle consisting of a taluk or a big town. The principal duties of the Circle Inspector are to supervise the police work of the circle in all its branches, to maintain discipline among his subordinates, see to the upkeep of arms, accoutrements and other Government property and buildings and to keep his immediate superior informed of the state of the circle from a police point of view. He is expected to inspect each of his stations once in three months and constantly and systematically tour throughout his circle making enquiries about bad characters, the state of crime and the

general efficiency and honesty of the work of the police. The Inspector shall personally supervise and guide the investigation of any crime of importance in his circle. He is responsible for taking adequate preventive measures against riots and breaches of peace.

Reserve Inspectors are attached to the armed reserves of which they are in immediate charge. They have no functions of investigation, etc.

Sub-Inspectors are employed as station house officers. Each is in charge of a portion of a taluk. They are directly responsible for the investigation of crimes and the police administration of their charges.

Sergeants are employed in the armed reserves, in certain towns and at important railway stations. Their departmental status is equal to that of Sub-Inspectors. They are detailed principally to teach drill, to check beats and assist in keeping order and regulating traffic. They are to work under instructions from the Inspectors.

The strength of the Police force in 1926 consisted of about 140 officers and 1,870 men in the Madras City and 1,750 officers and 24,000 men in the districts. The cost of the Police force in the former was Rs. 12 lakhs and the latter Rs. 123 lakhs. The total cost of the Police department was Rs. 187 lakhs. About 169,000 cases were investigated in the year. Of these, 119,000 cases ended in conviction, 7,000 were discharged, 17,000 were not detected, 3,000 were false, 5,000 were due to mistake of fact of law, 3,000 were withdrawn and 15,000 were pending investigation at the end of the year.

On the recommendation of the Police Commission of 1902-1903, two superior posts in the Indian Police Service were reserved for being filled by promotion from the Provincial Service. This was increased to 5 on the recommendation of the Public Service Commission of 1918. The number has been raised to 8 as a result of the recommendations of the Lee Commission. The ratio of Europeans to Indians in the Indian Police Service has now been fixed at 50: 50. This ratio is being worked up to.

G.O. No. 691, Public, of 1921, regarding communal preferment applies to all departments of Government including Police. The attention of the Inspector-General and the Commissioner of Police was drawn to the assurance given by the Law Member in the Legislative Council regarding the recruitment of the depressed classes and other communities not adequately represented in the department.

There have been no changes in administration due directly to the Reforms.

(4) THE CIVIL JUDICIAL DEPARTMENT.

The High Court.

Under the Government of India Act, the High Court, Madras, consists of a Chief Justice and as many Judges, not exceeding twenty, as His Majesty thinks fit to appoint. At present there are a Chief Justice, eleven permanent Puisne Judges and two Additional Judges. The two Additional Judges were appointed for one year in 1924 and the appointments were continued yearly until December 1927, when the Government of India sanctioned the appointment for a further term of two years.

Under section 101 (4) of the Government of India Act, 1915, one-third of the Judges (inclusive of the Chief Justice) of the High Court must be Barristers and Advocates as defined in section 101 (3-A) and one-third must be members of the Indian Civil Service. At present the classification is as follows:—

The Chief Justice	Barristers.
Odgers, J.	
Devadoss, J.	
Beasley, J.	
Madhavan Nair, J.	
Phillips, J.	Indian Civil Service.
Wallace, J.	
Waller, J.	
Jackson, J.	
Reilly, J. (Addl. Judge)	
Kumaraswami Sastri, J.	High Court Vakils.
Ramesam, J.	
Venkatasubba Rao, J.	
C. R. Tiruvenkatachariyar, J. (Addl. Judge).	

The High Court exercises an original jurisdiction (civil and criminal) and an appellate jurisdiction (civil and criminal). Under its original civil jurisdiction, all suits arising within the limits of the City of Madras are tried by Judges sitting on the Original Side, except that money suits up to a value of Rs. 2,000 are tried in the Small Cause Court, and other suits up to a value of Rs. 2,500 are tried in the City Civil Court. On the Criminal Side, cases committed by Magistrates within Madras City are tried at High Court Sessions—of which there are four in a year. Since the appointment of the Additional Judges, it has been usual for three Judges to sit on the Original Side, and one Judge takes Sessions. On the appellate side eleven Judges usually sit. One Judge sits for admission work, and there are five Benches of two Judges each. The usual distribution of work is that one Bench sits for first appeals, Original Side appeals and Legal Proceeding appeals, one Bench for first appeals alone, one Bench for second appeals, one Bench for miscellaneous work and one Bench for criminal appeals and referred trials. Criminal work does not, on an average, occupy the time of a Bench for more than three days

in a week, and for the remainder of the week this Bench deals with miscellaneous work or second appeals. The constitution of the Benches and the distribution of work are arranged by the Chief Justice. Sittings lists are printed and published and are liable to fortnightly revision.

The following statistics illustrate the judicial work of the High Court during the years 1925 and 1926:—

(*a*) *Criminal.*

	1925.	1926.
1. Original—		
Cases committed to Sessions	25	29
Percentage of conviction	63·33	84·85
2. Appellate—		
Appeals filed	1,226	1,258
Appeals against acquittals	59+5	28+17 (pending from 1923).
Acquittals upheld	31	12
Do. set aside and conviction recorded	8	18
Do. set aside, retrial ordered.	8	5
Pending at the close of year	17	10
Rejected *in limine*	380	404
Finding and sentence upheld	353	391
Sentence reduced or otherwise altered ...	105	65
Conviction reversed	127	132
New trial ordered	6	11
Left pending	255	254
Average duration	47 days.	27 days.
Percentage of entirely successful appellants	13·08	13·15

(*b*) *Civil.*

	1925.	1926.
1. Original—		
Suits filed	907	780
Total for disposal	2,328	1,937
Disposed of	1,215	1,036
Contested	670	662
Average duration of contested suits ...	662 days.	661 days.
Do. uncontested suits.	221 days.	175 days.
2. Insolvency petitions—		
Presented	529	503
Disposed of	77	280
Arrears	2,224	2,447
Persons adjudged insolvent	591	572
Persons discharged	52	197

	1925.	1926.
3. Appellate—		
(i) From original decrees of mufassal courts—		
Appeals filed	472	373
Disposed of	388	362
Arrears	1,335	1,346
(ii) From orders of mufassal courts—		
Appeals filed	567	471
Disposed of	572	436
Pending	712	747
(iii) Against decrees passed on Original Side of High Court—		
Appeals filed	132	124
Disposed of	133	129
Arrears	141	136
(iv) From decrees of City Civil Court—		
Appeals filed	66	49
Disposed of	80	154
Pending	158	53
Average duration of appeals disposed of	675 days.	869 days.
(v) Letters Patent appeals—		
Filed	299	428
Disposed of	177	199
Arrears	250	479
(vi) Against appellate decrees—		
Appeals filed	1,908	1,984
Disposed of	1,575	1,645
Arrears	3,452	3,791
(vii) Against appellate orders—		
Appeals filed	172	135
Disposed of	131	180
Arrears	275	230
Average duration of second appeals disposed of	797 days.	756 days.
Percentage of appeals dismissed—		
First appeals from District Courts.	64·43	72·28
Do. Sub-Courts ...	71·43	70·02
Do. City Civil Court	73·75	85·06
Do. Original Side .	74·44	78·29
Second appeals	80·30	79·40
Letter Patent appeals	87·01	92·46
(viii) Privy Council appeals—		
(*a*) Applications for leave to appeal brought forward	13	14
Applications received in the year	43	79
Applications disposed of ...	* 42	† 57
Do. left pending ...	14	36

* 28 granted. † 48 granted.

	1925.	1926.
3. Appellate—*cont.*		
,, (viii) Privy Council appeals—*cont.*		
(*b*) Appeals pending preparation.	14	15
Do. newly received ...	9	15
Do. despatched to England	8	13
Do. withdrawn	...	1
Do. under preparation at	15	15
(*c*) In Privy Council pending from previous year	32	29
In Privy Council newly admitted	8	13
In Privy Council disposed of ...	*11	†12
Do. pending ...	29	30
(ix) Reference and revision—		
(*a*) Revision petitions filed ...	1,407	1,170
Do. disposed of.	1,225	1,379
Do. arrears ...	1,667	1,458
Percentage of dismissal—		
Small Cause suits	72·73	79·35
Total ...	75·35	80·35
(*b*) References pending from previous year	14	21
References made in the year ...	26	23
Do. disposed of ...	19	16

In addition to their judicial duties the Judges have a very considerable amount of administrative and other work to do. This work may be classified under three main heads—

(1) Administrative work arising out of the functioning of the High Court itself.

(2) Administrative work in connexion with the Judicial department as a whole arising out of—

(*a*) The exercise of powers delegated by Government to the High Court.

(*b*) The exercise of the function of intermediary between the mufassal courts and Government in all matters requiring Government sanction or orders.

(3) Work in connexion with the consideration of bills and other matters forwarded by the Government of India or the local Government to the Judges for their opinion.

As regards (1) the Registrar is responsible solely to the Chief Justice in matters connected with the organization and establishment of the High Court itself. This branch of work, therefore, while it adds considerably to the work of the Chief Justice, does not add to the burden of the Judges as a body; and it is hardly necessary to describe it in any detail.

As regards (2) each Judge takes a branch or branches of work and only in cases of considerable importance are the papers circulated to all the Judges. There is of course a great deal of work

*6 dismissed, 5 allowed.

†5 dismissed, 2 allowed, 1 remanded, 1 modified, 1 dismissed for non-production, 2 compromised.

of a more or less routine character but the more important branches of work are as follows:—

A.—Finance.
B.—Appointment, posting and transfer of Judicial officers.
C.—Supervision of lower courts.
D.—Questions regarding establishment of new courts and continuance of temporary courts.
E.—Supervision of Official Receivers.
F.—Establishment questions.

It has been the practice for an I.C.S. Judge usually the Senior Judge—to take the questions under B, and for another I.C.S. Judge to take Finance. In regard to "B"—the High Court has full powers over the first appointment, posting and transfers of District Munsifs; and in the matter of promotions to the cadre of Sub-Judge and all other questions relating to Sub-Judges, the High Court is always consulted. The High Court also furnishes Government with a list of officers whom they consider eligible for appointment as District Judge. The High Court's supervision over lower courts is exercised by the perusal of District Judges' notes of inspection of subordinate courts, and by the perusal of judgments in all sessions cases. For the latter purpose and for the purpose of general supervision, each Judge is allotted two or three districts.

In the Districts.

1. *The District Judge* is appointed by the local Government under the Madras Civil Courts Act and is the Principal Judge of a district. The District Judge has general control over all the civil courts in a district.

The jurisdiction of the District Judge extends, subject to the rules in the Code of Civil Procedure, to *all* original suits and proceedings of a civil nature. Regular or special appeals from the decrees and orders of the District Court lie to the High Court subject to the provisions of the Code of Civil Procedure.

Appeals from the decrees and orders of Subordinate Judges and District Munsifs generally lie to the District Court.

The District Judge can also try small cause suits if invested with such powers by the High Court.

NOTE.—District Judges are also Sessions Judges. As Sessions Judges they try all criminal cases committed to the Sessions by First and Second-class Magistrates and hear appeals from sentences of First-class Magistrates; appeals from the judgments of Sessions Judges lie to the High Court.

2. *Sub-Judges.*—Sub-Judges are appointed by the local Government under the Madras Civil Courts Act. The jurisdiction of a Subordinate Judge like that of the District Judge extends subject to the rules contained in the Code of Civil Procedure to all original suits and proceeding of a civil nature.

Subordinate Judges have ordinarily no appellate jurisdiction. A Subordinate Judge may, however, if he is stationed at a place away from the District Court, be invested with such powers, by the High Court, with the previous sanction of the local Government.

Every sub-court has been invested with the powers of a judge of a court of small causes for the trial of small cause suits up to the value of Rs. 1,000. No appeal is allowed from the decision in a small cause suit.

3. *District Munsifs.*—District Munsifs are appointed by the High Court under the Madras Civil Courts Act. The ordinary jurisdiction of the District Munsif extends up to Rs. 3,000. All District Munsifs may be invested with the powers of a judge of a court of small causes for the trial of small cause suits up to Rs. 300. No appeal lies from the decision of a District Munsif in a small cause suit, but in the case of an ordinary suit an appeal lies to the district court, unless the High Court, with the previous sanction of the Government, directs that it shall lie to a sub-court.

4. (*a*) *Village Munsifs* can try suits when the value of the claim does not exceed Rs. 50 or with the consent of the parties, Rs. 200.

(*b*) *Village Panchayat Courts—Constitution.*—Village Panchayat Courts may be established for any village, group of villages or part of a village. On the establishment of such a court in any locality, the village munsif ceases to exercise civil jurisdiction over that area.

Civil Jurisdiction.—The Panchayat Court can try suits when the value of the claim does not exceed Rs. 50 or with the written consent of both parties, Rs. 200.

The District Munsif may transfer suits from one Panchayat Court to another or to and from his own file. He can also set aside the order of a Panchayat Court on grounds of corruption or want of jurisdiction or gross injustice but whenever he does so he should report the fact to the District Judge.

NOTE.—The Panchayat Court has also criminal jurisdiction.

At the end of 1926 the number of permanent civil courts in the Madras Presidency apart from the High Court, the Presidency Court of Small Causes and the City Civil Court, was:

twenty-eight District Courts (including 3 for Agency tracts).

forty-four Subordinate Judges' Courts (including 7 for Agency tracts and 1 Revenue Officer exercising the powers of a Subordinate Judge).

two Special Small Cause Courts.

one hundred and eighty-one District Munsif's Courts (including 22 for Agency tracts and 5 Revenue Officers exercising the powers of District Munsifs), and

one hundred and twenty-seven Revenue Courts; while 7,510 Village Courts and 3,226 Panchayat Courts also tried cases during 1926.

The total number of suits instituted in all courts during the year was 593,428 or one for every 71 persons of the population; in 81 per cent of the suits disposed of during the year excluding those compromised or disposed of without trial, the plaintiff secured decrees for the whole or part of the relief claimed. The total number of appeals preferred was 15,637.

The number of suits instituted in village courts was 82,669 and the number disposed of 82,409. The number instituted in Panchayat Courts was 181,475 and that disposed of 177,967.

Receipts from court fees are credited to head VII. Stamps and those from fines to the head XVII. Administration of Justice, while the charges on account of Civil and Criminal Courts are debited to XXIV. Administration of Justice. But these charges include no part of the pay of District or Subdivisional Magistrates and their establishments nor of that of village Magistrates nor of such charges as pensions of retired officers. So though in 1926–27 the receipts from court fees and from fines amounted to Rs. 160 lakhs, and the charges debited to Administration of Justice to Rs. 96 lakhs, it would be wrong to infer that the Administration of Justice results in a profit to the State.

There has not been any change of policy in this department as a result of the Reforms. In the first Legislative Council formed after the introduction of the Reforms a resolution was moved recommending that the power to appoint District Munsifs should be transferred from the High Court to the Government. The reason urged was that the High Court was not paying due attention to the claims of Non-Brahmans. The resolution was withdrawn on a promise made by the Government to communicate it to the High Court for consideration. The High Court, however, pointed out that the desirability of recruiting the judicial service from all classes of the community as far as was compatible with efficiency had always been kept in view in appointing District Munsifs and that it did not see any reason for any alteration in the existing method of appointment of this class of officers. The matter was allowed to rest there.

(5) THE JAIL DEPARTMENT.

This department deals with the organization, control and management of prisons. Prisoners sentenced to imprisonment for over one year are generally kept in central jails. In district jails are ordinarily confined prisoners of the district sentenced to imprisonment for over one month but less than a year. Persons imprisoned for less than a month are kept in sub-jails at taluk headquarters. There are ten central and five district jails. Special provision is made for civil prisoners, incorrigible habituals, selected prisoners of education and status and juveniles (by way of a Borstal School and Senior and Junior Certified Schools). Measures are taken for the reformation of prisoners through lectures on religion, classes for elementary education and industrial training.

The Inspector-General of Prisons is the administrative head. He is an I.M.S. officer. He prepares the budget and controls expenditure.

Superintendents of Central and District Jails: Four are I.M.S. officers and the rest are otherwise recruited. In the case of non-medical Superintendents, the District Medical Officer is in medical charge of the jail.

The Jailer is the chief executive officer of the jail under the Superintendent.

" Sub-jails are under the local Sub-Magistrate as Superintendent.

There are non-official visitors to jails. In the districts, non-official visitors are appointed by District Magistrates, while in the Madras City they are appointed by Government on the recommendation of the Commissioner of Police and the Chief Presidency Magistrate. Their functions are advisory. It is the duty of the non-official visitors to satisfy themselves that the law and rules regulating the management of prisons and prisoners are duly carried out in the jails, to visit all parts of the jails and to enquire into complaints in prisons. Lady visitors are also appointed and they have the same powers and duties as male visitors except that their functions extend only to the female prisoners.

The total number of convicts in the central, district and sub-jails in 1926 was 26,000, 5,000 and 26,000 respectively. The figures for civil prisoners for the same three classes of jails were 3,400, 1,400 and 280. The number of undertrial prisoners in sub-jails was 34,000. The average number of juvenile prisoners in the Borstal School, Tanjore, in 1926 was about 450. The cost of the department was Rs. 25 lakhs in 1926–27.

There have been no changes of policy in the administration of jails due directly to the Reforms. The Government of India appointed in 1919 the Indian Jails Committee to investigate the whole subject of jail administration and to suggest improvements in the light of the experience of the West. Their recommendations pointed to the importance of reformation as the main end to be sought for in prison administration. They observed that the aim of prison administration in modern days should be to effect such a reformation in the character of the criminal as would fit him again to take his place in society and become a useful citizen. Many changes of policy have been introduced into prisons based largely on their recommendations. A brief outline of the important changes is given below:—

Classification and treatment.

The incorrigibles have been separated from the casuals. The incorrigible habitual offenders are segregated into the two cellular jails at Vizagapatam and Salem.

Separate self-contained enclosures have been set apart for the special care and treatment of mental defectives (Cuddalore jail), lepers (Salem jail) and prisoners suffering from tuberculosis (Bellary and Trichinopoly jails). A separate tuberculosis jail at Bellary, where the climatic conditions are favourable, will be opened shortly. A new model prison for females will also be established at Vellore.

A "Star Class" of prisoners has been formed. These prisoners are carefully selected from the casual class and segregated as far as possible from the ordinary prisoners in order to prevent contamination. They are provided with special quarters and enjoy certain privileges such as recreation after lock-up, etc.

A "Special division" of prisoners has been created. It is intended for selected prisoners sentenced to simple imprisonment for whom the ordinary treatment is considered unsuitable on the ground of their education, status and character. Selection for this division is made by the convicting court subject to confirmation by Government.

For dealing with juvenile delinquency, the Children Act which is more comprehensive in character than the old Reformatory Schools Act was passed in 1920. The new Act follows the English Children Act in many respects. While the Reformatory Schools Act applies only to juvenile offenders of the male sex below the age of 15, the new Act applies to children of both sexes below the age of 16. Juveniles dealt with under the Act are sent to junior or senior certified schools according as they are below or above 12 years of age. The Act has been only recently applied to boys and girls throughout the Presidency. There are at present eight certified schools as detailed below:—

	Government.	Private.	Total.
Senior school for boys ...	1	...	1
Junior school for boys ...	2	2	4
Senior school for girls ...	...	1	1
Junior school for girls ...	...	2	2
Total ...			8

The schools under private management are in receipt of grants from Government.

The Borstal Schools Act, 1925 (V of 1926), was passed in 1925 for dealing with adolescent offenders. It has been extended throughout the Presidency. All male adolescent offenders between the ages of 16 and 21 are committed to the Borstal School at Tanjore in which they are given industrial training and other secular and religious instruction and subjected to such disciplinary and moral influences as will conduce to their reformation. Adolescents not considered fit for Borstal treatment are concentrated in the Palamcottah District Jail where they are treated on modified Borstal lines.

Education.—Elementary education is imparted to all prisoners under 30 years of age and technical education is given as far as possible. Lectures on health and sanitation are given by the Medical staff. Facilities are offered to make use of the jail library. A jail paper "Howard Journal" containing news of interest on general topics is also published for the information of prisoners.

Borstal and certified schools provide both general education and manual training for the boys detained in them.

Rewards.—Good conduct and large outturn of work are rewarded by grant of gratuity, remission and the consequent hope of early release. The sentences of long term convicts are also periodically revised by a Committee in each jail and prisoners are conditionally released subject to good behaviour.

Industries.—The Jail Industries Committee was appointed in 1925 to go into the question of Industries in jails. Machinery has been employed in jails and recently the Government have sanctioned the installation of a spinning mill at Coimbatore at a cost of Rs. 4 lakhs. The jail products are intended mainly for consuming departments of the Government and not for outside sale. The main object of prison labour is reformation, to enable prisoners to make a living for themselves after release.

Religion.—Moral and religious lectures are regularly given in jails and certified and Borstal schools, by Honorary Lecturers, moulvis, and ministers of Religion.

Aid Societies.—The Discharged Prisoners' Aid Society is a necessary complement to the prison system. The Madras Discharged Prisoners' Aid Society was inaugurated in 1921 with a Central Committee at Madras and a number of branch organizations. The Society is doing useful work in assisting and restoring discharged prisoners to the ranks of honest citizenship. The funds of the Society are supplemented by a Government grant annually of Rs. 5,000.

Transportation to the Andamans.—As a result of the recommendation of the Indian Jails Committee, the Andamans has been closed as a penal settlement, and the transportation of prisoners from the Indian jails to the Andamans has been stopped since 1921. The Government of India, however, decided on a policy of development of the islands as a free settlement. With this end in view, a number of convicts who were already in the islands were given self-supporters' tickets and settled on the lands. They were also given facilities to bring their families from this Presidency. Convicts from Indian jails who were willing to go and settle in the Andamans with their families were also taken to the islands. A number of convicts (both Mappillas and Non-Mappillas) have taken advantage of the scheme, which is purely voluntary, and since 1922, about 1,600 convicts and an equal number of free men, women and children have gone to the Andamans.

Changes of methods of administration.—So far as jails and Borstal schools are concerned, there were no changes in the methods of administration. In respect of certified schools, prior to 1925, the administration of the Children Act and the management of certified schools were vested in the Director of Public Instruction and the staff employed in the schools were included in the cadre of the Educational Department. In August 1925 the schools were transferred to the control of the Jail Department mainly for the following reasons:—

(*a*) the Director of Public Instruction and the staff in the Educational Department were not sufficiently interested in the special science of juvenile penology and prevention of crime; and

(*b*) the attempt to rescue boys from a career of crime required to be handled by a highly trained specialist and the Inspector-General of Prisons and the officers of the Jail Department who had special training may well be in charge of the administration of the Children Act also.

(6) THE FOREST DEPARTMENT.

1. The department deals with the protection and exploitation of valuable forests. Minor forests supplying the neighbouring villages with fuel or small timber or serving as grazing grounds are largely given over to the management of forest panchayats controlled by the Board of Revenue.

2. The *Chief Conservator* is the administrative head and adviser to the Government.

A *Conservator* is in charge of 4 or 5 districts. He is expected to make frequent tours of inspection visiting every district in his charge once a year and making a detailed inspection of each district once in two years. He is expected to place his professional and technical knowledge freely at the disposal of the Collectors of districts.

The *District Forest Officer* is generally in charge of the forests in a district. Heavy districts have more than one. He is responsible for the general management of the forests in his area with direct control over the forest establishment. The Collector possesses general supervision over the District Forest Officer who should obey orders issued by the Collector. In professional and technical matters, the Collector has ordinarily no concern and in such matters the District Forest Officer is subject to the control of the Conservator. But in other matters connected with the general administration of forests, the Collector should be kept fully informed. In matters in which the Forest Department comes into contact with the public and with other departments, no orders should be issued without the prior assent of the Collector. The District Forest office is a branch of the Collector's office.

Rangers.—Under each District Forest Officer there are several Rangers each in charge of an area. The Ranger is in direct charge of the departmental works of exploitation of timber, regeneration of forests, supervision of felling and removal of timber and other forest produce by contractors, and execution of forest works such as roads and buildings.

Foresters and Forest Guards.—These are entrusted with the supervision of petty works and with the protective duties such as patrolling the forests.

Special.—There is a temporary branch of Forest Engineering under the charge of a Chief Forest Engineer with assistants. It deals with the intensive exploitation of some of the heavy timber areas and with the preparation of projects for areas which appear to be of commercial importance. It is in charge of the Government saw mills.

3. During the lifetime of each Legislative Council, there is an advisory committee formed, consisting of Members of the Legislative Council, with the Honourable Member in charge as President and the Development Secretary as Secretary. The President may nominate temporarily local members for discussion of local subjects. The committee is generally convened at Madras for discussion

of matters brought before it for advice. Individual members of the committee may also bring forward any subjects for discussion. It may however be mentioned that no committee has been formed since the election of the present Council in December 1926. The following are some of the subjects on which the committee's advice was sought:—

(1) Extension of the Forest Act and the rules for the pursuit of game in reserved forests, framed under it, to zamindari forests.

(2) Limitation of fees levied for compounding forest offences.

(3) Removal of green leaf manure from reserved forests.

(4) Limitation of fees levied by forest contractors for sale of forest produce to ryots.

(5) Questions regarding grazing in reserved forests and disafforestation of reserves proximate to villages.

Local committees in districts consisting of both officials and non-officials are formed whenever there are matters for investigation and advice. In pursuance of resolutions passed in the Legislative Council, special committees were appointed to investigate local grievances or to discuss particular subjects and make recommendations thereon to Government. The reports of these committees are generally forwarded with the remarks of the Chief Conservator for the orders of the Government. Local committees have been formed in the following districts to investigate grievances relating to the localities concerned:—

(1) Chittoor.

(2) Kurnool.

(3) Coimbatore.

The following are among the subjects which were referred to these committees for investigation:—

(1) Reduction of grazing fees.

(2) Proximity of forest reserves to villages and cultivation.

(3) Disafforestation of reserves with a view to satisfy demands for land for cultivation, etc.

(4) Opening up of areas closed to grazing.

(5) Reduction of seigniorage fees for removal of manure leaves, etc., from reserve forests.

4. The revenue in 1926–27 was Rs. 55 lakhs; expenditure was Rs. 50 lakhs, of which Rs. 30 lakhs was for establishment. The area of reserved forests is 19,000 square miles of which 15,650 square miles are under the management of the department and 3,550 square miles under panchayat management. The grazing revenue in 1926–27 was Rs. 7½ lakhs. The outturn of timber is about 5 million cubic feet. In 1920–21, the revenue was Rs. 46 lakhs and expenditure Rs. 34 lakhs. The outturn of timber then was about 4 million cubic feet.

5. The following statement refers broadly to the experiments in the extraction of timber on modern scientific lines. It may be mentioned that up to 1923 the extraction of timber was not conducted on modern scientific lines. In 1923 a separate engineering

branch of the department was organized on a temporary basis under a Chief Forest Engineer, a Logging Engineer, an Exploitation Officer and a Utilization Officer:—

1921–22	...	Russellkonda Saw Mill erected.
1922–23	...	Constitution of the Chenat Nair Exploitation Division.
		Appointment of Chief Forest Engineer and Forest Utilization Officer.
1923–24	...	Chenat Nair Exploitation Scheme—Olavakkot Mill sanctioned.
		(Logging Engineer appointed.)
1924–25	...	Olavakkot Saw Mill and seasoning plant erected.
		(Appointment of Forest Economist, Assistant Forest Utilization Officer and Forest Engineer; Beypore Saw Mill sanctioned.)
1925–26	...	Sanction of Anamalais sleeper project and creation of portable saw mills in Wynaad, South Coimbatore and South Mangalore divisions.
1926–27	...	Forest Utilization Division and Saw Mills and Extraction Division formed. Another Assistant Forest Utilization Officer sanctioned (Temporary).

6. The most outstanding change of policy the department has undergone recently is in regard to the class of forests it has to administer. In pursuance of the recommendations of the Retrenchment Committee in 1923, the Government have declared that the attention of the department should henceforward be concentrated on the more important timber forests of the Presidency and that unremunerative forests and those of lesser importance should be transferred to panchayat management. With this end in view the forests of the Presidency have been classified as "Provincial" and "Local", the latter being the type of forests that supply the ordinary everyday needs of the ryot population and are suitable for management by panchayats. Most of the area thus set apart has now been transferred to the control of panchayats (about 3,000 square miles in extent).

7. The Forest Code for the guidance of departmental officers has now been regularized to fit in with the conditions under the Government of India Act (Devolution Rules). The new Forest Department and Account Code has been issued as a result of the constitutional changes introduced by the Reforms. The financial delegations and other similar provisions are deemed to have been issued under the authority of rule 37 (*c*) of the Devolution Rules.

8. The following are some of the matters in which the Government have taken action for the amelioration of the ryot population and the redress of grievances of the backward classes

as a result of popular demand given expression to in the Legislative Council (by resolutions, motions on budget demands, etc.):—

(1) Abolition of the system of grazing blocks and making one grazing permit valid for the whole range.

(2) Investigation (now in progress) of the question of standardization of the grazing fees levied throughout the Presidency.

(3) Disafforestation of reserves to provide lands for cultivation by the depressed classes.

(4) Disafforestation with a view to remove forest boundaries from villages.

(5) Investigation of the question of permitting the removal of green leaf manure from forest reserves and the reduction of the fee levied therefor.

9. As a result of the Islington Commission's report, it was decided to fill 12½ per cent of the posts in the Imperial service by promotion from the Provincial service. It was also decided that 40 per cent of the directly appointed recruits should be Indians. As a result of the Lee Commission proposals, it was decided that 75 per cent of the direct recruitment should be of Indians. Owing to the time taken in selection and training, this increased proportion could not yet be in full operation but of the 16 direct recruits who have joined between November 1923 and October 1927, 13, i.e., 81 per cent are Indians.

10. The Forest Department has relations with the Revenue, Agricultural, Co-operative, Labour, Industries and Public Works departments. There has been no change in these relations as a result of the Reformed constitution.

(7) THE LABOUR DEPARTMENT.

The department was organized in 1920. It deals with—

(1) Labour (Factories, Workmen's Compensation, Trade Unions, Emigration of Labour, Employment, Wages census, Industrial disputes and welfare of labour).

(2) Criminal Tribes Settlements.

(3) Amelioration of the economic and social condition of depressed classes. This term is applied to the untouchable communities as detailed in rule 3 (1) (*b*) (i) of the Madras Electoral Rules—namely, Parayans, Pallans, Valluvans, Malas, Madigas, Chakkaliyans, Tottiyans, Cherumas and Holayas and the aboriginal and hill tribes. The depressed classes number roughly 6½ millions. Without the special help of the Government, the depressed classes are unable to take their place as decent and self-respecting citizens of the country. Social customs and prejudice and the results of oppression for centuries have given rise to the need for a strong Government making special efforts for their uplift.

The schemes for the benefit of the depressed classes comprise measures for the acquisition of house-sites for them, the extension of education by opening separate schools wherever necessary or by making arrangements for their admission to the ordinary schools, the starting of co-operative societies, the provision of drinking water wells, village roads, burial grounds, etc., and the selection of waste land for assignment to them for cultivation. The assignment of land is made by the Revenue Department. The Labour Department assists the assignees with advice and provision of loans where necessary. There is a Depressed Classes Advisory Committee with the Home Member as President to advise the Government on subjects relating to the amelioration of the condition of the depressed classes. The Committee is composed of six non-official members of the Legislative Council belonging to the depressed classes with the Commissioner of Labour and the Secretary to Government, Public Works and Labour Department, as ex-officio members. The functions of the Committee are advisory.

Commissioner of Labour.

The Commissioner is the head of the Labour Department. He has also been appointed as Commissioner under the Workmen's Compensation Act and as Registrar under the Indian Trade Unions Act. He controls the activities of the Labour Department and as regards the depressed classes he has been given full powers of supervision both in matters of policy and detail. Government have constituted a Labour Advisory Board consisting of persons interested in labour questions to advise the Commissioner of Labour in matters relating to labour. The Commissioner consults the Board on important labour questions.

District Labour Officers.

District Labour Officers are appointed by Collectors of districts subject to the approval of the Commissioner. They are entrusted with the work relating to the amelioration of the depressed classes.

Special Deputy Tahsildars and Special Revenue Inspectors.

They work in taluks under the District Labour Officer and attend to the work in their areas.

As regards emigration, the Commissioner of Labour has under him a *Protector of Emigrants* at Madras, Negapatam and Mandapam. For the administration of the Factory Act and Rules, he has a staff consisting of a *Chief Inspector of Factories* and four *Inspectors*. In connexion with the co-operative and educational work, the Commissioner has the services of a number of Co-operative Inspectors lent to him by the Co-operative Department and also Supervisors of Schools in districts where the number of labour schools calls for more supervision than the District Labour Officer can give unaided.

In 1926–27 a sum of Rs. 5½ lakhs was spent on the betterment of the depressed classes, Rs. 3 lakhs on the reclamation of Kallars (a criminal tribe) and Rs. 2 lakhs on Criminal Tribes Settlements, Rs. 4 lakhs was disbursed as loans chiefly for house-site acquisitions. The cost of the establishment was Rs. 2½ lakhs. There are now 17 District Labour Officers and Deputy Tahsildars and 72 Special Inspectors.

Since the inception of the department, 20,000 house-sites have been provided for the depressed classes from lands at the disposal of the Government and 24,000 have been acquired. In 1927, 1,329 co-operative societies were working among them ; there were 926 free schools with 30,000 boys and 4,700 girls. Among these children were also caste pupils. Hostels for the depressed class students are maintained at Madras and Masulipatam. 1,130 wells have been sunk and 350 wells repaired. 200,000 acres of land have been assigned to the depressed classes. Land is specially reserved for them for future assignment.

There are a number of tribes in the Madras Presidency, the members of which are habitually addicted to crime—theft and robbery. Some like the Yanadis and the Yerukulas have no means of subsistence except basket-making, ear-boring, etc. These are generally sought to be confined in Settlements though persons behaving well are allowed to live in villages under surveillance. Other tribes like the Kallars and the Maravars consist generally of small ryots whose land is however not enough for their subsistence and who therefore supplement their earnings by theft and robbery. These men often terrorise their neighbours and levy blackmail. Being small land owners, they cannot be confined in Settlements like the Yanadis and Yerukulas. A special scheme of reclamation has been introduced in the case of the Kallars.

There are 4 settlements of criminal tribes managed by the Salvation Army, one by the American Baptist Mission and two by the Government. In 1927 the number of inmates was 5,800. Two are industrial settlements and the rest predominantly agricultural. Weaving, carpet-making, work in leather are the chief industries. One industrial school for boys and another for girls are managed by the Salvation Army.

The means adopted to reclaim the Kallars from their criminal habits are—

(1) Formation of Panchayats.
(2) Assignment of land for cultivation.
(3) Starting of cottage and home industries.
(4) Spread of co-operative movement.
(5) Spread of education.
(6) Securing employment for labourers among them.

One thousand thirty-one Kallar villages in the Madura and Ramnad districts and 195 in Tanjore have panchayats. About 400 schools have a strength of about 12,800 boys and 1,800 girls.

Hostels are maintained at Tanjore and Usilampatti and scholarships and boarding grants are also given to the Kallar boys. In ten industrial centres the Kallars are taught weaving, mat-making, carpentry, brass-smithy, blacksmithy and tailoring. Lands are assigned on darkhast and loans are given to them under the Agriculturists' Loans Act.

When the department was first constituted in 1920, the districts were in charge of Assistant Commissioners of Labour of the rank of Deputy Collectors, but the provision made in the budget estimate for 1922–23 for the posts of Assistant Commissioners of Tanjore, Godavari and Chingleput was vetoed by the Legislative Council at its meeting held in March 1922. Consequently these posts were abolished and District Labour Officers of the grade of Tahsildars or Deputy Tahsildars were appointed instead.

It will be observed that the functions of the Labour Department cover education, co-operation, sanitation and water-supply which are treated as transferred subjects under the Devolution Rules. But so far as depressed classes are concerned, the above measures are undertaken by the Labour Department which is treated as a reserved department under the direction and control of a Member of Council. The propriety or otherwise of a reserved department dealing with the transferred subjects was raised, but the Government considered that the consideration of the question might lie over and that the activities of the department in relation to the depressed classes should be continued as before.

(8) THE MARINE DEPARTMENT.

Schedule I to the Devolution Rules made under section 45-A of the Government of India Act include the following subjects relating to Marine matters:—

Central subjects.

(1) Shipping and navigation.

(2) Light houses (including their approaches), beacons, light ships and buoys.

(3) Port quarantine and marine hospitals.

(4) Ports declared to be major ports (Madras and Vizagapatam).

NOTE.—Madras was declared a major port in 1921 and Vizagapatam in 1925. The harbour works at the latter port are being executed by the Government of India through the agency of the Agent, B.N. Railway, who has been appointed administrative officer for the works.

Provincial subjects.

(5) Ports other than major ports.

2. The central subjects mentioned above are now administered by the local Government as agency subjects as provided by section 45-A (1) (*c*) of the Government of India Act and statutory

powers in respect of them are to a large extent vested in the local Government. At a Conference held in Delhi in November 1924, which was attended by the representatives of all local Governments, the Chairmen of the Port Trusts of the major ports as well as representatives of departments of the Government of India concerned it was considered whether these subjects should continue to be administered through the agency of the local Governments or should be administered direct by the Governor-General in Council. As a result of these discussions the Government of India have decided that "Shipping and Navigation" and "Light Houses" should be administered direct and an Indian Light House Bill was passed into law in September 1927. A Bill to amend the Indian Merchant Shipping Act, 1923, so as to vest in the Government of India all statutory powers relating to shipping and navigation was introduced in the Indian Legislature in January 1928 and passed into law. The Government of India are collecting materials about Port Quarantine administration and the subject may be transferred to them in course of time. The question of the major ports has been reserved for reconsideration later pending experience of the central administration of other subjects.

There are about 105 ports in this Presidency to which the Indian Ports Act, 1908, has been extended. Subject to the control of the Government of India in regard to central subjects and with the exception of the harbour works at Vizagapatam, the local Government are now responsible for the proper administration of all ports in this Presidency. They have power to make rules to carry out this responsibility and the list of ports as well as their limits can be varied by the local Government according to requirements.

Presidency Port Officer.

The Presidency Port Officer who is a R.I.M. officer is the principal port official of the Presidency. He is the marine adviser to Government and the chief executive officer for the administration of all marine matters including the administration of coast light houses and all ports other than Madras and Tuticorin. He prepares for the sanction of Government the budget estimates relating to the collection of, and expenditure from, Port and Landing and Shipping dues at the ports under his control and maintains also the accounts connected with these transactions.

Officers subordinate to the Presidency Port Officer.

To assist the Presidency Port Officer in the discharge of his duties there are:—

(1) Port officers in charge of the larger ports. These officers possess certificates of competency as Master Mariner in the Mercantile Marine or Commander in the Royal Indian Marine.

(2) Port Conservators. These are non-gazetted subordinates in charge of the smaller ports doing the work done by port officers

at the more important ports. Conservancy matters at ports without Port Officers or Port Conservators are looked after by the nearest Salt or Customs or Revenue officials. For purposes of administration all the ports in charge of Port Conservators have been included within the jurisdiction of the different Port Officers.

(3) An Inspector of light houses for the supervision and efficient up-keep of all coast lights.

(4) An officer of the Madras Engineering Service for the execution of works at ports under the control of the Presidency Port Officer. This officer has been detached from the Public Works Department and works directly under the Presidency Port Officer.

Madras Port Trust.

The Madras Port Trust Board is a statutory "local body" consisting of representatives of commercial and business bodies and officers (Presidency Port Officer, Collector of Customs, Railway representatives, etc.), interested in the working of the port. It is the Conservator for the port and is responsible for its administration. The Chairman is appointed by the local Government. The Deputy Port Conservator who is also a R.I.M. Officer is the nautical adviser to the Trust and is employed on the nautical administration of the port. The Harbour Masters required for piloting vessels are appointed by the Trust according to rules issued by the local Government. The other important departments of the Trust are Accounts, Traffic and Engineering and every order or regulation made by the Board so far as it relates to the heads of these departments is subject to the previous sanction of Government.

Tuticorin Port Trust.

The constitution of the Tuticorin Port Trust Board is somewhat similar to that of the Trust at Madras. The officer at this port corresponding to the Deputy Port Conservator at Madras is only an officer of the Port Officers' grade lent by the Presidency Port Officer and he performs also the duties of Secretary and Traffic Manager of the Trust. The work at the port is not so extensive and various as at Madras, as the harbour is only under construction.

Tuticorin was separated from the Eastern group of ports and a Port Trust Board was constituted there in 1924. Cochin has also been formed into a separate port pending the introduction of the Port Trust Act passed in 1925. Vizagapatam was declared by the Government of India to be a major port in 1925 and the execution of harbour works has been undertaken by them. In 1923 and 1925, Departmental Port Conservators (to replace the part-time Customs Officers who were doing the duties of Port Conservators) were appointed at some of the ports.

Director of Public Health.

The Director of Public Health is responsible to the local Government for the Port Quarantine administration at all ports in the Presidency. Part-time officers of the grade of Commissioned Civil Officer or of Civil Surgeon exist for the performance of Port Health duties at some of the ports, e.g., Madras, Tuticorin, Cochin and Negapatam. At other ports medical officers of lower grades (Assistant Surgeon or Sub-Assistant Surgeon) are employed for the work.

Harbour Engineer-in-Chief.

The Harbour Engineer-in-Chief works directly under the local Government and he is in charge of the execution of harbour works at Tuticorin and Cochin. Under him there are Executive Engineers and lower grade officers and subordinates working at the two ports.

The Advisory Committees attached to the Marine Department are the following:—

(1) Port Conservancy Boards at Cocanada, Cochin, Negapatam and Mangalore. At the two last mentioned ports, the Boards have been sanctioned only recently. The Board at Negapatam has not yet been constituted.

(2) Landing and Shipping Fees Committee—at Masulipatam, Cuddalore, Adirampatnam, Calicut, Tellicherry and Malpe.

Port Conservancy Boards and Landing and Shipping Fees Committees are not statutory bodies ; they have been appointed by the executive orders of Government. Their composition is generally as follows:—

Collector or Revenue Divisional Officer (President).

Port Officer or Port Conservator.

Local Customs Officer.

Representatives of commercial and other interests.

These committees and boards have been given certain powers in the matter of expenditure and are consulted in all important matters. Port Conservancy Boards are superior in status to Landing and Shipping Fees Committees and have been given greater powers.

Financial Arrangements.

The receipts from taxes levied and expenditure incurred in this Presidency in connexion with marine matters are accounted for separately as transactions of local funds. The funds concerned are the following:—

(1) *Minor Ports Fund and the Port Funds at Madras, Vizagapatam, Tuticorin and Cochin.*—The income of these funds is mainly the taxation on ships levied under section 33 (1) of the

Indian Ports Act, 1908. The fees are utilized for the purposes indicated in sections 35 and 36 (5) of the Act, viz., for the maintenance of port establishments, etc., and for rendering services such as mooring. The transactions at the ports of Madras, Vizagapatam, Tuticorin and Cochin are recorded separately and those at other ports are shown together in one account (minor Port Fund account).

(2) *Landing and Shipping Funds or Port Trust Funds.*—These represent the transactions relating to the taxation on goods and passengers to provide facilities for the handling of goods and the convenience of passengers. The fees are levied at Madras and Tuticorin under the respective Port Trust Act and at some of the other ports under the Madras Outports Landing and Shipping Fees Act, 1885.

(3) *The Madras Coast Lights Fund.*—This relates to the levy made for the maintenance of coast lights under the Madras Coast Lights Act, 1904.

(4) *Pilotage Funds.*—(Madras, Pamban and Kilakarai, Cochin and Mangalore.)

These represent the special fees levied at these ports for pilotage.

The budget estimates of receipts and charges of all the Port and Marine Funds mentioned above are finally approved by the local Government. If any of these funds find necessity to raise money for capital expenditure, etc., the Government sanction loans repayable with interest under the ordinary rules. On an examination of the financial position of the fund concerned such loans are now granted for the execution of the harbour works at Tuticorin and Cochin. It is also permissible for one fund to grant loans to another fund if this is possible. The Port Trust Acts at Madras and Tuticorin permit also the raising of loans by these local bodies in the open market.

The expenditure relating to the Port Quarantine administration is met wholly from central revenues. The budget estimates for these charges are submitted to the Government of India for sanction and the grant is subject to the vote of the Indian Legislature.

A sum of Rs. 3,825 per annum representing a portion of the salary of the Personal Assistant to the Presidency Port Officer is debited to Provincial revenues for the work done by him as Agent for Government Consignments at Madras. The subordinate staff employed for this work is also paid from Provincial revenues. The budget estimates of these transactions are prepared under the rules relating to other Provincial expenditure.

In 1926–27, receipts from all the funds amounted to Rs. 84 lakhs ; expenditure, Rs. 73 lakhs and the closing balance was Rs. 18 lakhs in cash and Rs. 70 lakhs in Government securities,

The passenger traffic during 1926–27 at the several ports is given below:—

	Arrivals and departures.
Madras	225,000
Tuticorin	100,000
Other ports	640,000

The value of the trade during the same year was as follows:—

	Value of trade in crores.
	RS.
Madras	42·55
Tuticorin	10·09
Cochin	9·94
Other ports	28·44

3. The possibility of carrying out harbour works at Tuticorin and Cochin has been under the consideration of the local Government for some time past. The Harbour Engineer-in-Chief was recruited for the purpose in April 1920. The scheme at Cochin is to cut a channel across a sandbar to a basin where accommodation is to be provided for the present for eight steamers. A dredger has to remain at work to keep the channel clear of sand. The scheme as so far sanctioned costs Rs. 60 lakhs. The scheme is capable of a very large expansion. It has been undertaken jointly by the Government of Madras and the Indian States of Cochin and Travancore. The first part of the channel—11,000 feet long and 400 feet broad—has just been completed. The question of executing harbour works at Vizagapatam was decided by the Government of India in 1925. There has been also appreciable progress in the improvement of Madras in recent years.

4. The most important of the cases in which the Marine Department have to deal with other departments are the following:—

(1) Port officers have dealings with the Revenue Department in cases of disposal of lands within port limits.

(2) Magistrates in charge of divisions on the Sea Coast in all maritime districts are Receivers of Wrecks within the limits of their respective divisions.

(3) Special courts of enquiry appointed to make investigation into shipping casualties should have a Magistrate as one of the members.

(4) Breaches of the provisions of Marine Laws are dealt with by the Magistracy.

(9) THE PUBLIC WORKS DEPARTMENT.

The department deals with—

(*a*) Government buildings and roads: a transferred subject.

(*b*) Irrigation, drainage, water-power and famine relief: a reserved subject.

It also does agency work for the Central Government when needed.

There is a Chief Engineer for each branch. One of them deals with establishment questions in consultation with the other. Recently a Hydro-electric branch under a separate Chief Engineer has been formed.

There is an Advisory Committee of the Legislative Council which the Minister for Public Works may consult regarding " Public Works—Transferred ".

The committee was first appointed in 1921 and reconstituted in 1924 and again in December 1927. The first two committees consisted of nine non-official members of the Council, with the Minister for Public Works as Chairman. The present committee consists of eight members, the Minister for Public Works, President, the Minister for Public Health, the Secretary to Government, Public Works and Labour Department and five non-official members of the Legislative Council. The Advisory Committee has been consulted twice in seven years.

The Chief Engineer controls the higher officers of his branch of the Public Works Department either directly or by recommendations to the Government. He supervises the audit of departmental accounts along with the audit officer. He prepares the budget. He watches the receipt of revenue as also expenditure. He is responsible for important structural designs and controls the Consulting Architect and the Sanitary Engineer.

The Sanitary Engineer to Government with three Deputy Sanitary Engineers and the Electrical Engineer with an Assistant Electrical Engineer are also under the control of the Chief Engineer (Roads and Buildings).

The Superintending Engineer is in charge of a circle which consists of three or four districts. He is responsible to the Chief Engineer for administration and general professional control over departmental works. He has limited powers of control over staff. He is expected to inspect important works, control expenditure, supervise audit of accounts, prepare designs of important works and exercise supervision over Local Fund and Municipal Works for which Government give grants.

The Executive Engineer is generally in charge of a district. He is responsible for the execution and management of all departmental works in his area and for the correct maintenance of

accounts. He controls the subordinate staff. He has also to assist the Collector with his advice and consult the Collector as regards the non-technical aspects of all proposals for new works. He is ex officio the adviser of all Government departments and local bodies in his area.

The Subdivisional Officer is in charge of a portion of a district and is responsible to the Executive Engineer for works in his area.

Supervisors and Overseers are in charge of one or two taluks or of an important work such as an irrigation canal.

(*a*) *Irrigation.*—In the year 1926–27, the expenditure on irrigation works was Rs. 184 lakhs, Rs. 76½ lakhs from capital and Rs. 106 lakhs from revenue. The revenue from irrigated land was Rs. 281 lakhs and the productive works yielded a return of 10·64 per cent on the capital outlay.

(*b*) *Civil Works.*—The expenditure on civil works in 1926–27 was Rs. 92½ lakhs, of which Rs. 7½ lakhs was treated as capital expenditure.

(*c*) *Establishment.*—The cost in 1926–27 of the joint establishment of Irrigation and Civil Works was Rs. 40½ lakhs.

Transferred portion of the department.

The system of giving works on contract has been encouraged by the Ministers in preference to the piece-work or departmental system of execution. Communal representation in the services has received attention.

Madras is the only province in which the Irrigation branch of the establishment has not been separated from the Buildings and Roads branch. There was considerable retrenchment in the staff as shown below owing to financial stringency:—

	Sanctioned strength		
	Before the Reforms.	After the Reforms.	In 1928–29
Indian Service of Engineers.	79	56	77
Madras Service of Engineers.	106	75	80
Supervisors	332	275	275

There was been no case in which the Government of India or the Secretary of State has exercised control over the local Government since the Reforms. Such control would perhaps have been exercised under the old rules in the case of the discharge of 17 permanent Assistant Engineers who have submitted memorials to the Secretary of State and whose case has been referred to the Public Service Commission.

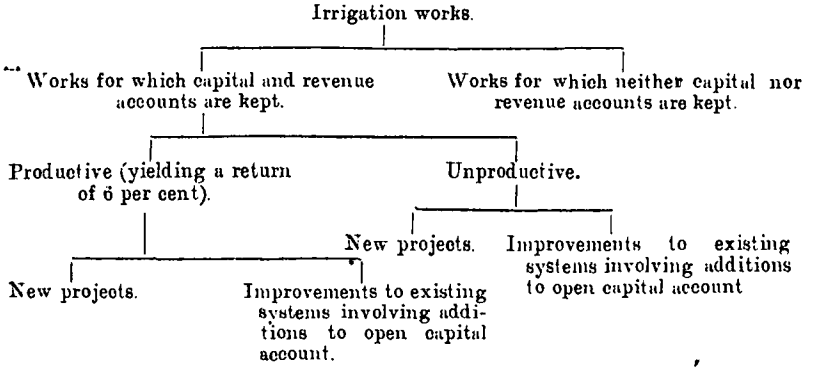
Reserved portion of the department.

The following gives a general idea of the powers of the local Government before and after the Reforms in regard to irrigation schemes. These are classifiable as follows:—

BEFORE THE REFORMS.

Class I.—Major Productive and Protective Works.
Class II.—Minor Works and Navigation for which capital and revenue accounts are kept.
Class III.—Minor Works for which neither capital nor revenue accounts are kept.
Class IV.—Agricultural Works.

AFTER THE REFORMS.


Irrigation works.
Works for which capital and revenue accounts are kept.
Works for which neither capital nor revenue accounts are kept.
Productive (yielding a return of 6 per cent).
Unproductive.
New projects.
Improvements to existing systems involving additions to open capital account
New projects.
Improvements to existing systems involving additions to open capital account.

Before the Reforms, irrigation capital expenditure both productive and protective, was controlled by the Government of India. The powers of the local Government in regard to the expenditure under the various heads are as shown below:—

BEFORE THE REFORMS.

I.—Productive works.

Item of work.	Powers of local Government.
	RS.
(*a*) New projects	Nil.
(*b*) Works which are necessary for the full development of an existing system having an open capital account, which are not in themselves remunerative	15,000
(*c*) Works which are directly remunerative	35,000
(*d*) Works chargeable to the revenue account of the system such as renewals and repairs	16,00,000

II.—Protective works.

Item of work.	Powers of local Government.
(*a*) New projects	Nil.
(*b*) Any additional works chargeable to capital account	2 lakhs.
(*c*) Works chargeable to the revenue account	16 ,,

The powers of the local Government to sanction estimates chargeable to heads Minor Works and Navigation amounted to Rs. 16 lakhs.

As regards administrative changes in the working of the department subsequent to the Reforms, it may be mentioned that transfer of control over certain channels in the Gōdāvari and Kistna deltas has been made over to Panchayats (informal as well as those constituted under the Village Panchayat Act of 1920). The system was however begun before the Reforms in 1917. The constitution of Irrigation Advisory Boards is another case. This was also begun before the Reforms. There was one such board otherwise called the " Water Board " since 1916 in the Trichinopoly district for the Marudur Nattu Voikal.

Only one department with the exception of the Finance Department has intimate and inseparable relations with the Irrigation Department and that is the Revenue Department. This latter is also a " Reserved " department and the relations between them have continued the same as those before the Reforms. No irrigation project may reach the Board of Revenue or the Government without the Collector being consulted and the revenue aspects examined by him.

(10) THE EXCISE DEPARTMENT.

The department deals with all matters connected with excise.

Excise Commissioner.

The Commissioner of Excise is responsible to the Government for the administration of the department. He administers the Madras Abkari Act and the Indian Opium Act, which are the laws in force in the Madras Presidency to regulate the manufacture, possession, sale and transport of excisable liquor and intoxicating drugs. He is a member of the Board of Revenue and as such participates in the control exercised by that Board over the Collectors of districts who, as part of their duties, are responsible for the collection of the excise revenue, for the sale in auction of the right to vend in retail excisable liquor and drugs, for the selection of licensees in those cases in which the right to vend is not sold in auction, for the issue of licences to vend and,

in consultation with local committees, for the approval of the places of wholesale or retail sale. He is responsible for the proper performance of the preventive work connected with the administration of the two Excise Acts.

Assistant Commissioners.

The Presidency is divided into seven divisions each of which comprises three or four districts and is in charge of an Assistant Commissioner who is responsible to the Commissioner for the proper performance by the officers of the department of their preventive duties and is the technical adviser to the Collector on all matters connected with excise.

Inspectors.

A division consists of about ten circles, each of which is in charge of an Inspector responsible to the Assistant Commissioner for the proper performance of all preventive work. In heavy circles an Assistant Inspector is sometimes appointed to help the Inspector.

Sub-Inspectors.

A circle is divided into about ten ranges each of which is in charge of a Sub-Inspector with about half a dozen subordinates. The range is the unit of administration. The primary duties of the Sub-Inspector in charge of it are the marking of the palm trees licensed by the Inspector to be tapped for toddy, the inspection of palm trees and excise shops and the patrolling of his range with a view to detect and prevent offences against the excise laws.

Special Excise Officers are employed—

(1) to supervise the cultivation and storage of ganja,

(2) to supervise the distillation of arrack and the brewing of beer, and

(3) to prevent organized smuggling especially on railways.

Excise licensing boards and advisory committees have been formed in the following areas:—

(1) An Excise Licensing Board for the City of Madras and for each of the 15 major municipalities in the Presidency, i.e., those with a population of over 50,000.

These consist of a non-official majority and have the power of determining the number and location of certain kinds of abkari shops subject to the general control of the Commissioner of Excise. They can also give advice in any matter concerning excise. They elect their own chairmen.

(2) Excise advisory committees for certain revenue divisional areas. These committees also consist of a non-official majority. Their function is to advise about the number and location of certain kinds of abkari shops. They can also give advice about any matter affecting excise. They elect their own Chairmen.

STATISTICS.

Toddy.

Year.	Consumption (number of trees marked).	Number of shops.	Revenue.	
			Duty (tree tax).	Shop rentals.
			RS.	RS.
1908-09	2,752,631	17,162	61,15,400	54,42,616
1914-15	2,832,671	13,181	77,72,336	92,22,733
1920-21	2,821,416	10,479	1,07,37,513	1,43,37,986
1926-27	2,686,122	10,355	1,05,23,708	1,26,68,782

NOTE.—The shop rentals in 1920-21 were exceptionally high. The average for the six years from 1915-16 to 1920-21 was Rs. 1,14,48,836.

Arrack.

Year.	Consumption (in proof gallons).	Number of shops.		Revenue.	
		Wholesale.	Retail.	Duty.	Rentals.
				RS.	RS.
1908-09	1,707,136	449	11,287	82,39,859	32,38,047
1914-15	1,646,649	435	8,172	1,01,36,533	52,94,569
1920-21	1,723,865	402	6,121	1,43,92,613	86,31,471
1926-27	1,447,670	388	5,939	1,33,00,423	72,49,817

NOTE.—The shop rentals in 1920-21 were exceptionally high. The average for the six years from 1915-16 to 1920-21 was Rs. 59,26,900.

Foreign liquor.

Year.	Consumption (in proof gallons).	Number of shops.		Revenue.	
		Wholesale	Retail.	Duty	Rentals.
				RS	RS.
1908-09	843,355	52	833	2,30,644	4,43,811
1914-15	536,660	52	698	1,57,299	6,84,434
1920-21	923,725	59	597	6,56,581	9,82,976
1926-27	848,051	38	763	4,41,348	6,91,509

NOTE.—The average shop rentals in the six years from 1915-16 to 1920-21 were Rs 7,34,400

Charges under Excise.—Up to 1923–24 inclusive, the charges under excise are taken as two-thirds of the total charges for the combined Salt and Abkari department.

Year.	Expenditure. RS.
1915–16	18,49,413
1917–18	18,03,464
1919–20	22,53,527
1921–22	24,85,578
1923–24	27,57,340
1925–26	28,53,831
1926–27	31,29,176

The total revenue derived from Excise in the year 1926–27 was Rs. 510 lakhs.

Changes in administration.

Prior to the Reforms, there was a combined staff for the administration of the Salt and Excise Department and the charges of the staff were shared between the Government of India and the local Government in the ratio of 1: 2. This arrangement was continued till 31st March 1924 though under the Reforms "Excise" had become a purely Provincial subject and "Salt" a Central subject. With effect from 1st April 1924, a separate provincial department called the Excise Department was constituted for the administration of Excise. The administrative control of the old combined department vested in the Board of Revenue. The new Excise Department has been placed under the administrative control of a Commissioner of Excise who is a Member of the Board of Revenue but the Board of Revenue as such has no control over the Excise Department.

The posts of Special Distillery Inspectors, which existed under the old arrangements, were abolished at the same time and the inspection of distilleries, breweries and warehouses was entrusted to the respective Circle Inspectors. The Government have since ordered a reversion to the old arrangements.

The posts of Deputy Commissioners were also abolished on the bifurcation of the Salt and Excise Departments from 1st April 1924 and the duties previously performed by Deputy Commissioners were allotted to the Assistant Commissioners.

With reference to the recommendations of the Public Service Commission, the Government of India accepted the general recommendation of the Commission that as an absolute rule in the (Salt and) Excise Department, recruits, excluding the distillery experts and officers borrowed from other sources, should be obtained solely in India and from amongst statutory natives of India.

Changes in the alteration of control by the Government of India and the Secretary of State have had no effects on the administration. Almost the only effect of the expansion of the Legislative Council is that the demand for the introduction of

total prohibition has increased. In 1921, on the recommendation of the Legislative Council the Government constituted an Excise Advisory Committee to consider the question of the excise policy of the Government and with reference to the report of that committee orders were passed in 1926 for the constitution of excise licensing boards and excise advisory committees with a non-official majority and on a wider basis than the old excise advisory committees.

The Revenue Department is the only other department with which the Excise Department has much to do. It is entirely responsible for the collection of the excise revenue, selection of licensees and the issue of licences and the officers of the Excise Department have to render assistance in these items of work.

Under section 37 of the Abkari Act, all officers of the departments of Police, Customs, Salt and Land Revenue are legally bound to assist any Abkari officer in carrying out the provisions of the Abkari Act.

(11) THE EDUCATIONAL DEPARTMENT.

It carries out the policy of the Government in regard to education, manages Government institutions and supervises the working of non-Government institutions aided by the Government or maintained by the Local Boards.

Since the introduction of the Reforms, an advisory committee composed of a few members of the Legislative Council has been established to advise the Government on matters that may be referred to it. The committee is reconstituted after each general election. This committee is being consulted occasionally.

The *Director of Public Instruction* is the administrative head of the department and the executive agent of the Government. The relationship of the Universities to the Government is regulated by the Acts constituting them. Government colleges affiliated to Universities are managed by the Director of Public Instruction.

District Educational Officers for boys' schools and *Inspectresses* for girls' schools are the chief executive officers of the department. There is one Inspectress for about five districts. These officers are in touch with the conditions and requirements of education in all its stages in their jurisdictions. They inspect educational institutions and confer on educational matters with Collectors and Presidents of Local Boards. They interpret and enforce the regulations of the department. They are the exponents of the educational policy of the Government.

Deputy Inspectors of Schools are in charge of taluks. They inspect and report on schools to the District Educational Officer. The Sub-Assistant Inspectress performs similar functions in regard to girls' schools in a district.

The District Educational Council for each district with members elected by Local Boards and certain nominated and ex-officio members sanctions aid to elementary schools under private management.

The District Secondary Education Board is an advisory body in regard to secondary education.

The following statement which compares the total number of public educational institutions and the total expenditure on education in 1926–27 with those in 1918–19 shows how the activities of the department have expanded during the last eight years:—

—	Males.				Females.			
	1918-19.		1926-27.		1918-19.		1926-27.	
	Number.	Strength	Number.	Strength.	Number.	Strength.	Number.	Strength.
Arts Colleges ..	42	8,041	60	12,200	3	208	5	416
Professional colleges ..	9	1,932	10	2,177	..	..	2	41
High and middle schools ..	449	147,195	554	167,060	75	10,391	99	17,612
Primary schools ..	29,952	1,250,796	46,389	1,986,645	2,057	150,198	3,399	229,062
Special schools	238	12,223	349	21,797	54	2,103	74	3,864
Total ..	30,690	1,420,187	47,362	2,189,879	2,189	162,900	3,579	250,995

The percentages of the total number of scholars to the total population rose from 6·5 in the case of boys and 1·7 in the case of girls in 1918–19 to 9·5 and 2·5, respectively, in 1926–27.

The extent to which education has expanded during the last eight years and the interest taken by the various agencies in the matter can also be gauged from the growth of the expenditure on different items as shown below:—

—	Total expenditure	Males and females—1919. Percentage of expenditure from			
		Government funds	Local and Municipal funds.	Fees	Other sources
	Rs				
Direction and Inspection.	10,09,084	100	..	..	..
Universities	4,23,813	23 8	..	59·9	16 3
Miscellaneous	61,42,005	43 7	5 5	16·5	34·3
Arts Colleges	13,45,480	29 7	1 3	53 8	15·2
Professional colleges ..	5,29,737	75·4	..	24·2	·4
High and middle schools ..	46,35,005	14·0	·5	66·7	18·8
Primary schools	66,51,368	51 5	21·9	10·5	17 1
Special schools	20,58,312	67 4	4·8	1 9	25 9

NOTE.—Complete figures for females are not available separately.

	Total expenditure.	1927. Percentage of expenditure from			
		Government grant.	Local funds.	Fees.	Other sources.
	Rs.				
Direction and Inspection ..	16,75,962	100·00	..	..	..
Universities	8,52,967	48·71	..	41·79	9·50
Miscellaneous..	87,36,988	28·91	13·09	20·54	37·46
Total ..	1,12,65,917	40·98	10·15	19·10	29·77
MALES.					
Arts colleges	22,48,757	31·42	0·17	52·12	16·29
Professional colleges ..	10,49,531	80·70	0·17	18·12	1·01
High and Middle schools ..	77,09,786	27·49	8·13	43·85	20·52
Primary schools	1,42,83,224	51·68	27·02	5·57	15·73
Special schools	37,30,627	65·69	1·77	4·07	28·47
Total ..	2,90,21,925	45·43	15·69	21·84	17·04
FEMALES.					
Arts colleges...	1,99,316	52·14	..	14·58	33·28
Professional colleges ..	33,192	64·07	..	2·00	33·93
High and Middle schools ..	12,67,875	42·09	2·57	20·76	34·54
Primary schools	27,67,875	44·56	32·30	2·39	20·75
Special schools	7,16,366	71·55	0·46	0·96	27·03
Total ..	49,84,590	48·99	18·64	7·64	24·75

Changes of policy after the Reforms.

Elementary education.—An important change in the policy relating to this department was that effected by the Elementary Education Act which, though passed in 1920, was brought into operation only in 1921. Under this Act, a new body consisting of elected and nominated members was constituted for each district to exercise general control over the improvement and expansion of elementary education in the district and to assess and disburse grants to aided schools.

With the creation of the District Educational Councils the Government considered it desirable to withdraw as far as possible from the control of elementary education exception being however

made in the case of schools in the Agency tracts and model schools attached to training institutions. Agreeably to this policy, a large number of elementary schools for girls under the management of Government was transferred to local bodies in 1922 and subsequent years.

Prior to 1925, subsidies of varying proportions, sometimes to the full amount, were being granted to local bodies towards the construction of elementary school buildings. In that year, the Government declared their policy to be to consider application from local bodies only if they expressed their willingness to meet at least one-half of the expenditure from their own funds.

Till 1927, in sanctioning subsidies to local bodies for the opening of new schools, the cost of only one teacher for each school was taken into account, and requests for subsidies for additional teachers were being refused. The Government have however reconsidered their decision and are now sanctioning payment of subsidies for the employment of additional teachers in schools opened with the help of provincial grants.

As regards secondary and collegiate education, there have not been any special changes of policy due to the Reforms.

Changes of methods of administration.

There has been no important changes in the methods of administration of the Educational Department except in regard to the inspection branch. The gazetted staff in the office of the Director of Public Instruction was merely added to in 1920 by the creation of posts of a second Deputy Director of Public Instruction and a Deputy Directress.

Prior to 1922 the hierarchy of inspecting officers constituted four divisions:—

(1) Circle Inspectors for two or more districts.
(2) Assistant Inspectors for each district.
(3) Sub-Assistant Inspectors.
(4) Supervisors of Schools.

With the creation of District Educational Councils under the Madras Elementary Education Act and the formation of District Secondary Education Boards, the Government considered that there should be an officer whose jurisdiction coincided with that of the District Educational Council and whose function would be to advise that body in carrying out its decisions. The Government accordingly decided in 1922 that there should be only two grades of officers—the higher class corresponding directly with the Director of Public Instruction, viz., (1) a responsible officer called the District Educational Officer, and the lower class, viz., (2) Deputy Inspectors who would take the place of the Sub-Assistant Inspectors and Supervisors.

Prior to 1922 there was a separate inspector for European and training schools. When District Educational Officers were appointed, supervision over training schools was entrusted to the

District Educational Officer and the Inspector referred to above was solely reserved for European schools. Since 1926–27, a new class of subordinate inspecting officers has been appointed in order to cope with the ever-increasing number of elementary schools. This class is called the junior grade of Deputy Inspectors. These differ slightly from the supervisors employed previous to the year 1921. While the supervisors were working under the Sub-Assistant Inspectors, the junior Deputy Inspectors have separate jurisdictions assigned to them.

Prior to 1920, the Indian Educational Service was composed of European officers and a few Indian officers with English qualifications. Out of 32 officers on 1st October 1920, four were Indians. As a result of the Public Service Commission's recommendation, the proportion of Indians in the Indian Educational Service was fixed at 50 per cent of the total strength to be worked up to gradually as qualified Indian candidates became available. In November 1920, 13 posts were transferred from the Madras Educational Service to the Indian Educational Service and the permanent incumbents of these posts who were all Indians were brought into the cadre of the Indian Educational Service, thus raising the strength of the Indian element in that cadre. On 1st October 1927, the number of Indians was 18, while the number of Europeans was 15, the remaining 20 posts being permanently vacant. The large number of vacancies is due to the orders of the Secretary of State issued in 1923 that no recruitment should be made to the Indian Educational Service and that no promotions to the service, either substantive or acting, should be allowed until final orders had been passed on the recommendations of the Lee Commission. The Lee Commission has recommended that the superior educational service should be provincialized and the question of revision of the services is under the consideration of the Government.

(12) THE REGISTRATION DEPARTMENT.

The department deals with the registration of documents and the correct evaluation of stamp duty. There are certain classes of documents which are compulsorily registrable. The registration of others is optional. Registration fees in 1926 amounted to over 30 lakhs of rupees.

An advisory committee with the Minister as President and five Members of the Legislative Council as members has been appointed. The Law Secretary is Secretary of the Committee.

Inspector-General of Registration.—He is the administrative head of the department. He is also Registrar-General of Births, Deaths and Marriages and ex-officio Registrar of Joint Stock Companies.

The District Registrar.—There is one for each district. He supervises the work of the Sub-Registrars and also does original work in a limited area. He is also an Assistant Registrar of Joint Stock Companies.

The Sub-Registrar is in charge of a portion of a district. His main duty is to register documents presented for registration. He maintains registration records and registers, issues encumbrance certificates and gives copies of documents.

The number of registrars was 26 in 1918, 31 in 1920 and 33 in 1927. The corresponding numbers of sub-registrars were 517, 560 and 602. The expenditure in the three years was Rs. 16 lakhs, Rs. 22 lakhs and Rs. 28 lakhs, respectively. The corresponding receipts were Rs. 26 lakhs, Rs. 32 lakhs and Rs. 40 lakhs. The number of documents registered in the three years were 1,368,000, 1,560,000 and 1,475,000, the total value of the documents in the last year being Rs. 69 crores.

The increase in the number of District Registrars is due to the policy of lightening district charges in order to facilitate the exercise of closer supervision and control by the district head. In other words, new additional registration districts were created. The increase in the number of sub-registrars is due to the fact that after the war a number of sub-offices were opened with a view to giving relief to over-weighted offices and providing additional facilities to the public to register their documents. The increase under receipts is due to the enhancement of the registration fees made in 1922 with the consent of the Advisory Committee on Education and Registration and the Standing Finance Committee of the Legislative Council. The Government have decided to reduce the rates of fees to pre-war level from 1st January 1928. This will affect the income to an extent of about Rs. 6 lakhs. The incremental scales of pay allowed to the registration staff and the opening of the new offices account for the increase in expenditure.

The scheme of register of holdings was introduced in the year 1925. Under this system new registers of holdings are prepared and maintained in registration offices in lieu of the existing indexes. The main idea of the scheme is to exhibit in one view in a register all registered transactions affecting a particular property for a number of years so that the encumbrances, etc., on it may be readily ascertained. The proposal is calculated to economize expenditure and to promote the convenience of the public by avoiding delays in the grant of encumbrance certificates. The scheme is now in force in 22 districts.

The increase of staff-Registrars and Sub-Registrars—has been due to natural evolution rather than to the Reforms. In the matter of opening of new officers and reduction of registration fees, the views of the members of the Legislative Council have had some effect.

(13) THE AGRICULTURAL DEPARTMENT.

1. The function of the department is to discover and spread improved methods of cultivation and improved strains of crops and also to improve the livestock of the Province.

The activities may be summarized under the heads (1) Agricultural education carried on at the Agricultural College, Coimbatore, and two middle schools, (2) Research, mainly concentrated on paddy and cotton and also directed to other crops such as sugarcane, millets, coconuts, groundnut, fruit, potatoes and fodder crops, (3) Chemical investigation of soils and manures, (4) Demonstrations to the cultivator of the results of research and study carried out on plots of the cultivator's own lands and in demonstration areas on agricultural farms, (5) Operations against pests especially those affecting cotton, palms of various kinds, groundnut and cholam, (6) Livestock and attempts to improve the breed of cattle, (7) Introduction of improved agricultural implements, (8) Agricultural engineering, (9) Propaganda by means of bulletins, exhibitions and other methods of advertisement. The cost of all these activities in 1926–27 was Rs. 16½ lakhs, while the receipts amounted to Rs. 2½ lakhs.

The *Director of Agriculture* controls the administrative and research work of the department.

The following special officers do research work at Coimbatore:—

(1) The Cotton Specialist.
(2) The Paddy Specialist.
(3) The Millet Specialist.
} They deal with their special crops.

(4) The Mycologist who deals with diseases of plants caused by fungi.

(5) The Entomologist who deals with insect pests.

(6) The Bacteriologist.
(7) The Agricultural Chemist.
} These two carry out biological and chemical analysis of soils.

(8) The Systematic Botanist who deals with grasses and weeds.

(9) The College staff consisting of a Principal and Vice-Principal (Indian Agricultural Service) besides assistant lecturers.

Deputy and Assistant Directors of Agriculture.—They are in charge of two or more districts each. They experiment at local agricultural stations with the staple crops of the locality and spread a knowledge of the results among the agriculturists. They also do propaganda work in regard to the results of research work done by the department.

There are also a Deputy Director for Livestock and an Assistant Agricultural Engineer.

There are several demonstrators in each district whose business is to help agriculturists and do propaganda work.

There is an advisory committee constituted as follows:—

President:—The Minister for Development.

Members:—Five M.L.Cs. selected by the Government; the Secretary, Development Department, as ex-officio member.

The Director of Agriculture is usually invited to attend its meetings. The President may nominate to the committee temporarily local members for the discussion of local subjects. The functions of the committee are purely of an advisory nature. The committee meets whenever it is considered necessary.

There are also honorary visitors to the Agricultural College and Research Institute, Coimbatore, appointed every three years. Their functions are also advisory. There is a selection committee consisting of the Director of Agriculture, the Principal and three non-official members for admission of students to the Agricultural College.

2. The following figures are given to compare the position in 1918–19 with that in 1926–27:—

	1918–19.	1926–27.
1. Number of experimental stations.	20	28
2. Number of demonstration plots.	....	1,250
3. Manure sold	700 tons of guano and 22 tons of breach dried sardine were purchased and stored for distribution.	4,128 tons of oil-cake, 979 tons of artificial manures.
4. Number of seed depots ..	30	102
5. Manure and seed sold by departments.	....	118 tons.
6. Cotton seed sold	185,000 lb.	316,853 lb. cambodia, 90,555 lb. karunganni.
7. Sale of paddy seed ..	....	131 tons.
8. Sale of implements—		
Sugarcane mills ..	....	26
Ploughs	....	2,025
Plough spare parts ..	....	3,438
9. Coconut under the system advocated by the Agricultural Department.	....	10,000 acres brought under cultivation on the West Coast.
10. Coconut seed distribution.	....	24,115 seeds, 390 seedlings.
11. Coconut demonstration plots.	....	215
12. Area under economic planting of paddy crops advocated by the department.	....	About 28,800 acres in the I, V, VI and VII circles. It is the practice in Kistna and Guntur districts. The system of economic planting has made a rapid progress in Nellore, Kovur, Markapur, Cuddapah, Adoni, Hospet, Bhavani, Avanashi, Nayyar and Gobichettipalaiyam taluks.
13. Area under improved strains.	....	100,000 acres.
14. Livestock—		
Number of breeding stations.	....	4
Number of bulls for breeding.	....	16
Gazetted officers	27	48

	1918-19.	1926-27.
Upper subordinates—		
Science section	31	71
Agricultural section ..	67	147
Lower subordinates—		
Science section	19	20
Agricultural section ..	88	84
Expenditure	Rs. 10,11,494	Rs. 16,58,140
Receipts	,, 2,20,694	,, 2,66,707
Net expenditure	,, 7,90,800	,, 13,91,433

Improvements which are the result of research after being tested at an experimental station are introduced to the ryots by means of demonstration plots on their own land. In this way considerable progress has been made in the introduction of improved methods, such as the economic planting of paddy, the use of green manures, the use of iron ploughs, dry cultivation of coconuts, line planting, propping and wrapping of sugarcane, improved methods of making jaggery, as well as the use of better seed and simple manures like oil-cakes, fish-guano, bone-meal and to some extent, super-phosphates, sulphate of ammonia and nitrate of soda. Increasing attention is being given to animal husbandry.

3. Recruitment to the Imperial Service was stopped as a result of the Lee Commission's report and the Government have under consideration the provincialization of the service.

The Agricultural Department has been working in close co-operation with the Co-operative Department. Propaganda and demonstrations are carried on through the help of co-operative societies. The department has also close relations with the Industries Department (pumping and boring section), Forest and Revenue departments.

(14) THE CO-OPERATIVE DEPARTMENT.

1. The chief aim of the department is to facilitate the formation of co-operative societies for the promotion of thrift and self-help among agriculturists, artisans and persons of limited means. This is done mainly through the supply of cheap short credit. The ultimate control of the movement rests with the department and it is responsible for the discharge of statutory duties of registration, audit and liquidation imposed by the Co-operative Societies Act, II of 1912. The department also assists non-officials in the organization and administration of co-operative societies as they are not yet in a position to undertake those responsibilities fully and satisfactorily.

Under the Co-operative Societies Act, II of 1912, the *Registrar* is constituted the very foundation of the movement.

He has under the Act and statutory rules

(*a*) power to register at his discretion co-operative societies and their by-laws,

(*b*) power to register amendments to by-laws,

(*c*) power to audit with the right of access to all books, accounts, etc., to summon witnesses,

(*d*) power to inspect societies,

(*e*) power to cancel the registration of a society and to appoint a liquidator,

(*f*) power to decide such disputes between members and societies as are brought before him,

(*g*) power to limit the extent to which a society may borrow.

He has no powers to cancel or amend by-laws once registered. He has no power, beyond what is given in by-laws of certain societies, to summon meetings and in dealing with mismanagement and delinquencies by governing bodies of societies he must rely on the power of persuasion and threats of extinction.

With these powers he has to deal with all matters relating to the financing of the co-operative movement, of all questions of general policy and of all matters relating to the control of the staff and the inspection of the work of the Deputy Registrars and Assistant Registrars. He has to draft model by-laws and rules, to collect statistics and write reports and to advise Government on various subjects.

Subject to the general control of the Registrar, the *Joint Registrar* is responsible for non-credit work generally and co-ordinates and scrutinizes the work of Deputy Registrars connected with this line of activity. In addition to stimulating and developing the work of the existing non-credit societies, he initiates and guides new lines of activities on the non-credit side of the movement.

The *Deputy Registrar* is in charge of a circle comprising 2 to 4 districts. He is directly responsible for the non-credit branch of the Co-operative Department. He devotes a substantial proportion of his energies to the initiation and development of non-credit activities. In addition, he has got duties of superintendence and is placed in general charge of the co-operative movement as a whole within his area.

The *Assistant Registrar* is in charge of credit societies. He has the District Inspectors under his control and attends to the propaganda, organization, supervision and audit of the credit side of the movement. He is given powers under the Co-operative Societies Act to enable him to carry out these duties but is under the control of the Deputy Registrar.

Senior *Inspectors* are engaged in (1) audit work and (2) investigation and enquiries. Junior Inspectors attend mainly to the audit of societies.

There is also an Extra Assistant Registrar for the Agency tracts. He is in charge of co-operative societies in the Agency and is working directly under the Registrar.

The Government have appointed an advisory committee for the administration of the Co-operative Department, with the Minister

for Development as President and six M.L.Cs. as members. The Secretary to Government, Development Department, is ex-officio member and Secretary of the committee. The Registrar of Co-operative Societies attends the meetings of the committee. The President may nominate to the committee temporarily local members for the discussion of local subjects. The functions of the committee are advisory.

The working of co-operative societies is governed by certain by-laws. Certain model by-laws are given in Mr. Hemingway's "Manual of Co-operation". When a society is organized, it should submit to the Registrar a copy of the by-laws it will work under. The by-laws of societies vary according as the objects of the societies are different. At present the Deputy Registrar of Co-operative Societies is empowered to approve by-laws or register amendments to by-laws. The Registrar also sometimes drafts by-laws in the case of the more important types of societies.

2. In 1915–16, when the total number of primary societies in existence was 1,758, the staff of the department consisted of one Registrar in the Provincial Service cadre, six Assistant Registrars, who were selected from Deputy Collectors, and 60 Inspectors; the total cost was Rs. 1·46 lakhs. This staff was responsible both for supervision and audit. With the growth of societies there was a steady increase annually in the number of Assistant Registrars till 1918–19, when there were eleven of these officials with 85 Inspectors to deal with 3,547 societies. In that year the total cost of the staff was Rs. 2·26 lakhs. The post of Registrar had been placed on the Indian Civil Service cadre in 1917–18.

In 1919–20, as the result of a resolution moved in the Legislative Council advocating "the formation of new societies on an ample scale" so as to extend the movement to all parts of the Presidency, a great expansion took place. The scheme sanctioned by Government to give effect to the resolution contemplated the formation of 4,500 new societies in two years, and an increased staff was sanctioned temporarily for five years, at the end of which time it was hoped the new societies would have found their places in existing or newly organized unions, and the extra staff could be withdrawn. In consequence of the scheme in 1919–20 the Assistant Registrars were increased to 18 and the Inspectors to 184, at a total cost of Rs. 3·08 lakhs, which rose to Rs. 5·34 lakhs in the next year when the scheme was fully working. In 1919–20 the number of primary societies in existence was 4,859; it rose in 1920–21 to 6,077 and in 1923–24 to 9,472. The Government staff, however, had not been increased proportionately. The number of Inspectors of all grades which was 228 in 1920–21 rose only to 277 in 1923–24, and the total cost to Rs. 6·28 lakhs. As a result, the official staff became increasingly absorbed in the duties of audit, as the term is at present understood, and was forced to leave supervision more and more to non-official agency. By 1924–25 the Registrar had only 47 Inspectors available for duties of all kinds other than audit, and by May 1926 even these had been almost completely absorbed into audit.

After 1921 Government appointed as Assistant Registrars men other than Deputy Collectors. Some were Tahsildars, or Deputy Tahsildars, some were recruited direct. In 1923–24, of 23 Assistant Registrars only 12 were Deputy Collectors. Each Assistant Registrar was in charge of one of the districts.

In 1924–25, a reorganization of the superior staff was carried out with a view to make the department self-contained, less expensive and more efficient. A new class of Assistant Registrars, one for each district, was created, on a lower scale of pay than that drawn by the then incumbents; these posts were to be filled principally by men promoted from the Inspector grade; the existing Assistant Registrars were styled Deputy Registrars and were reduced to nine in number; eight were placed in supervisory charge of groups of districts and one was Personal Assistant to the Registrar. It was intended that the Deputy Registrars, relieved of the routine of district work, which was to be in the main performed by the Assistant Registrars, should pay adequate attention to general administration and particularly to the organization of non-credit societies.

A Joint Registrar was appointed for a short period in 1920–21, but the post was abolished in deference to the wishes of the Legislative Council. It was revived in April 1926, to provide relief for the Registrar, who was overburdened with much of routine work. The Joint Registrar now deals with non-credit work under the general supervision of the Registrar, though occasionally the latter entrusts to him particular pieces of work in connexion with credit societies.

In December 1927 the total Government staff employed in the Co-operative Department (excluding the 67 Inspectors lent to work under the Labour Department) was as follows:—one Joint Registrar, 9 Deputy Registrars, 27 Assistant Registrars in addition to 3 temporarily sanctioned for training of staff, 24 Senior Inspectors, who are mainly employed on the audit of central banks and federations, and are not available for audit of primary societies, 7 senior Inspectors employed in offices, 10 senior Inspectors employed on organization of non-credit work in addition to 14 temporarily sanctioned for the same purpose, 2 senior Inspectors for land reclamation in Tanjore, 208 junior Inspectors for audit of primary societies, and 4 sanctioned temporarily for the same purpose, 24 junior Inspectors temporarily sanctioned for liquidation purposes, 48 junior Inspectors temporarily sanctioned for general administrative work, 1 junior Inspector for land reclamation in Tanjore, and 82 junior Inspectors employed in offices. So much for the official staff.

It has been recognized from the inception of the movement that the organization and supervision of primary societies should ultimately be taken over by non-official agency, the departmental staff confining its activities to its statutory function of registration, audit, arbitration, enquiry and liquidation. The question of supervision came prominently to notice about 1910 as societies had then become too numerous for the Registrar and his staff to supervise.

As a result, the first supervising union of societies was registered in 1910. Its membership was confined to co-operative societies within a radius of seven miles and its object was the development and supervision of affiliated societies. On June 30, 1915, there were 19 supervising unions in the Presidency.

With the financing of societies, the union had no direct connexion but one of its important functions was to recommend loans applied for by affiliated societies to central banks. Each union is supposed to maintain at least one paid supervisor who supervises societies on its behalf. The members of the governing body are also expected to visit societies themselves. These unions have developed largely during the last ten years and on 30th June 1927 there were 366 unions in the Presidency to which 10,709 societies were affiliated.

In 1918–19, another form of supervising agency appeared in "district councils of supervision"; their functions were to co-ordinate the activities of unions and to supervise the few societies not yet affiliated to unions. From 1923, organized efforts were made to start district federations, as these councils then came to be termed, in each district.

The model by-laws for a district federation give representation to the following organizations operating in its areas: all unions, all primary societies not affiliated to any union and the central banks. The duties of a federation are the co-ordination of the work of local unions, supervision, training, education and general propaganda. Various powers such as the sanction of the budgets of unions which used to be exercised by the Registrar have now been delegated to federations. There were on 30th June 1927 nineteen such federations.

Besides these there is the provincial co-operative union which was formed in 1913–14 with the object of assisting co-operative work by every possible means. Its objects are—

(i) to propagate the principle of co-operation,

(ii) to organize special types of societies,

(iii) to assist the work of local councils and district councils of supervision,

(iv) to serve as the recognized exponent of non-official co-operative opinion in the Presidency,

(v) to undertake such other work as will promote the cause of co-operation.

Its membership consisted on 30th June 1927 of two provincial societies, 22 central banks, 12 stores and trading unions, 166 supervising unions, 15 district federations and 52 non-agricultural societies.

The system of appointing honorary Assistant Registrars was conceived as a further step forward in the association of non-officials with the responsibility for the progress of the movement. The policy was to appoint as honorary Assistant Registrars men from among the governing bodies of local supervising unions

which applied for the appointment. In pursuance of this policy, there were 233 honorary Assistant Registrars on 30th June 1927. But an agitation was started in 1924 for the abolition of the appointments and representations were made to Government both in the Legislative Council and elsewhere that the appointments were unnecessary. In response to this demand and for other reasons the Government decided to confine the appointments to a few gentlemen for the purpose of supervision of societies in special cases such as those for depressed classes. There are now 21 honorary Assistant Registrars who will hold office till 30th June 1928. The functions performed by these persons are two-fold; they attend to the organization and supervision of societies and also to arbitration work under the specific orders of the Registrar. They are invested with so much of the powers of the Registrar as are covered by rule XIV of the rules under the Co-operative Societies Act in respect of disputes arising in their jurisdiction and transferred to them by Assistant or Deputy Registrars having jurisdiction over it.

For the first few years after the birth of the co-operative movement, the Government helped to finance it but this soon ceased. To assist in financing co-operative societies, the Madras Central Urban Bank was registered in 1905 as a feeder bank whose function was to finance co-operative societies throughout the Presidency. In 1909 the formation of district central banks was found necessary and two such were constituted that year; their object was to finance rural and urban societies. They were also supposed to inspect the societies. A new variety of central bank came into existence in 1912 and it had as its object not only the finance but also the supervision and control of affiliated societies. There are now 31 central banks and the importance of these banks in financing co-operative institutions is shown by the fact that of the total working capital of agricultural societies which amounted to Rs. 64·55 lakhs on 30th June 1915, about 50 lakhs was provided by central banks. Some of the banks maintain that the supervision of primary societies is among their functions.

Besides these there is the Madras Central Urban Bank, mention of which has already been made. In April 1917, it was converted into an apex bank for the whole Presidency. By 1919 primary societies ceased to be admitted as shareholders. The bank confines its lending operations almost entirely to financing central banks though it takes money from any source.

3. The number of societies on 1st April 1927 was 13,350 of which 11,000 were agricultural credit societies. The number of members was about 830,000 of whom 500,000 were agriculturists. The actual working capital of the total movement was Rs. 727 lakhs, of which Rs. 506 lakhs were from deposits. The demand of principal and interest due to societies was Rs. 848 lakhs in 1926–27. The collection was Rs. 602 lakhs and the balance Rs. 248 lakhs. The total cost of the departmental establishment was Rs. 7 lakhs.

4. A statement showing the changes in the several features of the co-operative movement between the years 1918–19 and 1926–27 is given below:—

Particulars.	1918–19.	1926–27.
1. Total number of societies	3,676	13,357
Do. central banks including Provincial bank	26	32
Do. land mortgage banks	..	10
Do. unions	102	356
Do. district federations	1	19
Do. propagandist unions	1	3
Do. audit unions	..	10
Do. agricultural societies	3,082	11,436
Do. non-agricultural societies	465	1 501
Do. stores societies	60	143
Do. trading unions	21	Separate figures not available.
Do. weavers' societies	12	52
Do. building societies	11	109
Do. labour societies	1	57
Do. agricultural purchase and sale societies	31	116
Do. agricultural production and sale societies	2	16
Do. primary societies brought under union control	2,568	10,709
Do. societies, the registration of which was cancelled	12	71
Do. societies exclosively for scavengers or for municipal employees in which scavengers are admitted	38	57
Do. societies for fishermen	45	80
Do. societies exclusively or mainly composed of Adi-Dravidas	118	2,087
Do. societies for Todas	1	2
Do. societies for Badagas	44	60
Do. societies for Kotas	2	4
Do. societies in the Agency	..	29 (including 2 unregistered societies)
2. Total number of members of all societies	244,297	830,522
Average number of members per society	68	64
Number of Brahman members	44,666	104,331
Do. Non-Brahman members	150,248	510,356
Do. Christian members	18,207	64,374
Do. Muhammadan members	14,046	49,169
Do Adi-Dravida members	14,208	87,393
Do. other members	2,922	14,899
3. Number of Assistant Registrars	..	25
Do. Deputy Registrars (Deputy Collectors)	9	9
Do. Inspectors (exclusive of those employed in the Labour Department)	85	338
Do. Supervisors employed by Unions	112	394
	LAKHS.	LAKHS.
4. Working capital of all societies	305·79	1,334 34
	RS.	RS.
Average working capital per society	8,542	10,288
	LAKHS.	LAKHS.
Paid-up share capital of all societies	34·69	175·48
	RS.	RS.
Average paid-up share capital per society	971	1,353
	LAKHS.	LAKHS.
Reserve fund of all societies	14·65	68·54
	RS.	RS.
Average reserve fund per society	410	529
5. Net profit of non-agricultural societies	1,72,644	8,09,123
Do. agricultural societies'	1,73,688	9,48,259

Particulars.	1918-19.	1926-27.
	RS.	RS.
6. Deposits locally obtained by non-agricultural societies	26,79,668	1,06,21,916
Deposits locally obtained by agricultural societies..	10,76,558	20,91,223
7. Loans from central banks and other societies to—		
Non-agricultural societies	5,36,275	29,92,364
Agricultural societies	95,60,777	3,80,53,499
8. Percentage of uncollected balance of principal (current and arreas) in—		
Central banks	14 16	20.18
Non-agricultural societies	11·11	17·89
Agricultural societies	24·50	43 57
9. Percentage of uncollected balance of arrear interest in—		
Central banks	13·75	31·80
Non-agricultural societies.	39·67	48·23
Agricultural societies	54·61	53·90
10. Percentage of uncollected balance of current interest in—		
Central banks	4 59	4·32
Non-agricultural societies	11 02	17 85
Agricultural societies	23·36	41·14
11. Percentage of loans on mortgage of immovable property in—		
Non-agricultural societies	20·16	35 43
Agricultural societies	39·31	49·33
12. Percentage of loans advanced on personal security in—		
Non-agricultural societies	71·49	56·19
Agricultural societies	59·63	48·44
13. Percentage of loans advanced for productive purposes—		
Non-agricultural societies	54·52	54·85
Agricultural societies	61·70	60·90
14. Percentage of loans advanced for non-productive purposes in—		
Non-agricultural societies	13·64	17·53
Agricultural societies	1·73	1·37
15. Percentage of loans for paying off prior debts in—		
Non-agricultural societies	31 84	27·62
Agricultural societies	36·57	37·73

The following changes may be noticed:—

(*a*) The movement has spread. The number of societies increased from 3,676 in 1918–19 to 13,357 in 1926–27, and the number of members from 244,297 to 830,522.

(*b*) The non-credit side of the movement has received a great impetus.

(*c*) There has been development in non-official supervision. The number of unions and district federations have increased from 192 and 1 to 366 and 19 respectively and their expenditure from Rs. ·91 lakh to Rs. 3·14 lakhs.

(*d*) The education of co-operators is attended to. The Government grant subsidies for the purpose to federations of unions.

(*e*) The increasing overdues of the societies give rise to some anxiety.

5. The change in the recruitment to the upper controlling staff of the department was made with reference to the desire expressed by the Council for a less costly machinery.

The alteration in control of the Government of India and the Secretary of State has had no effect on administration.

When important schemes are introduced, the advice of the Standing Advisory Committee for Co-operation as well as the Finance Committee is taken before they are placed before the Council. As the members of these committees are members of the Legislative Council, it has been possible to get the sanction of the Council for schemes easily.

6. Unification of control and co-ordination of the activities of the Development departments such as Agriculture, Veterinary and Industries have been achieved by including the departments in the portfolio of one and the same Member of Government and in the same Secretariat. The departments themselves are functioning in close co-operation. The Director of Agriculture and his officers attend departmental conferences of co-operative officers when questions having a special bearing on agriculture come up for discussion. Officers of the two departments frequently arrange to tour together. Agricultural exhibitions are generally held along with co-operative conferences and officers of the Agricultural Department attend such conferences and not only address the assembled rural co-operators but also take part in the discussion on agricultural matters. Co-operative societies obtain supplies of seed, manure, implements, etc., on indents prepared in accordance with a definite system worked out by the Director of Agriculture in consultation with the Registrar of Co-operative Societies. In regard to the formation and working of non-credit agricultural societies, the advice and assistance of officers of the Agricultural Department is freely sought and is freely given.

The number of agricultural production, production and sale and other similar societies is so small that opportunities for co-operation between the departments of Industries and Co-operation have hitherto been comparatively rare. Officers of the Industries Department were consulted and they gave valuable advice and assistance in regard to the installation and maintenance of the plant required for the work of industrial and agricultural societies like those at Kallakurchi, Tindivanam and Shiyali.

The advice and assistance of officers of the Civil Veterinary Department are readily available in connection with questions relating to the constitution and working of cattle insurance societies. Officers of the Veterinary Department occasionally attend co-operative meetings and conferences and address the assembled co-operators on matters relating to the proper care of cattle and other live-stock and the proper method of dealing with outbreaks of epidemic disease.

In pursuance of a resolution passed by the Ninth Conference of Registrars of Co-operative Societies held in Bombay in 1926, the Government have decided to hold periodically a conference

of heads of Agricultural, Veterinary, Industries, Co-operative and Fisheries departments. The main objects of the conference are to discuss the lines of future development and to determine how better and closer co-ordination can be secured between the different departments which carry on the work of development. There have been two such conferences up till now, at which several important subjects were discussed with advantage.

7. A Committee on Co-operation has recently reported to the Government and has made suggestions for further progress of the movement in this Presidency.

(15) THE INDUSTRIES DEPARTMENT.

The functions of the department are—

(1) General assistance to trade and industry; collection and supply of statistics and other information useful for commerce and industry.

(2) Experiments in new industries and industrial processes.

(3) Management of model industries (e.g., Kerala Soap Institute, Calicut, Industrial Institute, Madras).

(4) Assistance to cottage industries (mainly weaving).

(5) Assistance to agriculturists (mainly through the Pumping and Boaring sections).

(6) Industrial education.

The *Director of Industries* is the administrative head of the department and adviser to the Government. He collects information regarding existing industries and investigates the possibilities of new industries; carries out experiments; keeps in touch with local manufacturers and co-operates with them in conducting experiments on a commercial scale and supervises the training of students.

The Industrial Engineer at Madras with four assistants in the Presidency maintains power installations and industrial machinery belonging to ryots and factory owners as well as a limited number of Government installations; investigates new engineering projects; examines industrial machinery and advises Government departments on technical matters. The Inspector of Industrial Schools supervises industrial schools maintained or aided by the Government and advises the Director in regard to technical scholarships awarded by the Government. The Leather Expert is the Principal of the Leather Trade Institute and advises the Government and tanners on technical matters. The Textile Expert is mainly concerned with the handloom weaving industry and controls the peripatetic weaving parties who tour in the Presidency. He is also concerned with dyeing and painting, lace-making and sericulture. He is the head of the Textile Institute at Madras.

ADVISORY BODIES.

(1) *Standing Advisory Committee on Industries.*—The Government have constituted an advisory committee consisting of members of the Legislative Council on the administration of the Industries Department with the Minister as President. The Secretary to Government, Development Department, is an ex-officio member of the committee and acts as its Secretary. The Director of Industries attends the meetings of the committee. The functions of the committee are purely advisory. The committee does not meet at fixed intervals but only when the Minister desires to obtain the committee's views on any important question.

(2) *Statutory Board of Industries.*—This is a statutory body constituted under section 3 (1) (*a*) of the Madras State Aid to Industries Act, 1922. Its main function is to consider applications for loans placed before it by the Director of Industries and submit its recommendation to the Government for orders. The Board meets periodically and various interests are represented on it. The first Board was constituted in February 1924 and it was reconstituted in 1927. The Board is doing important work and is of much value to Government.

(3) *Scholarship Selection Board.*—The Government have constituted a Board for the selection of scholars for the award of State technical scholarships tenable abroad.

(4) *Board of visitors for the School of Arts and Crafts.*—The Government have appointed a Board of visitors for the school. The functions of the members of the Board are to visit the school at fixed intervals, inspect the classes and make recommendations for its improvement.

(5) *Board of visitors for the Leather Trades Institute.*—In pursuance of the recommendations of the Leather Industry Committee, the Government appointed a small body of three gentlemen for a period of three years as honorary visitors. Extracts of their remarks are sent to the Director of Industries and Government for necessary action. The first body was constituted on the 19th October 1925.

(6) *Board of visitors for the Government Industrial Institute, Madura.*—In 1924 the Government appointed for a period of three years a Board of visitors consisting of 13 members to advise the Director on the administration of the Institute. It was reconstituted in 1927 for a further period of three years with five officials and eight non-officials with the Director of Industries as Chairman. All the business of the Institute is periodically placed before the Board for decision. One of the main objects in the creation of the Board is to secure as much local interest as possible in the working of the Institute.

2. The constitutional changes of 1919 brought the Department of Industries into great prominence as one of the principal spending departments in charge of the Minister for Development and to facilitate the development of industries with Government aid, the

State Aid to Industries Act, 1922, was passed by the Madras Government in 1923. Under section 3 (1) (*a*) of the Act a Board of Industries has been constituted and it is required to submit an annual report on its operations at the close of the financial year.

The Bureau of Industrial and Commercial Information which is attached to the Department of Industries, was founded some years ago as a result of the Industrial Conference held at Ootacamund in 1908. The purpose of the Bureau is to provide information on general industrial and commercial subjects in connexion with the existing industries and of projected developments of industries in the Presidency, and to answer inquiries relating to commerce, trade and industries affecting the Madras Presidency. These inquiries have increased considerably during recent years and the consideration and answering of them now forms an important part of the activities of the section. Among the measures taken to assist individuals or firms anxious to start new industries or extend and improve their business connexions may be mentioned:—

(i) Furnishing information in regard to new processes of manufacture, use of machines, markets for goods and sources of supply of materials and commodities, prices and openings for capital ;

(ii) indicating possible sources of raw materials and their suitability for various purposes ;

(iii) assisting to find markets for finished products by placing manufacturers in touch with consumers, wholesale dealers, or exporters of approved financial standing, etc. The number of enquiries received and answered continued to increase year after year.

With the appreciation of the usefulness of the Bureau, its scope and range of assistance have increased. The Bureau is also responsible for the collection, compilation and distribution of statistics relating to commerce and industries. The statistics compiled in the department include statements relating to cotton, jute, paper and woollen mills, mines, minerals and planting products. The manufacturing activities which are at the present time under the direction of the department are soap, glycerine and fluid, powder and tablet inks. The aim of the department with regard to the manufacture is to ascertain and overcome the initial difficulties and discover whether the industry offers prospects of commercial success.

3. *Industrial education.*—In the Madras Presidency, Government Institutions for industrial education are few and the development of industrial education is provided for largely by aided institutions, the only examples of Government institutions engaged in industrial education being the Government Industrial Institute, Madura, the Madras Trades School, the Leather Trades Institute, the Textile Institute and the School of Arts and Crafts. The assisted schools provide a reasonably efficient form of trade instruction at a low cost to Government and they fill a real need

in accomplishing work which could not be accomplished by purely Government institutions except at a very considerable cost to the State." The number of aided industrial schools has increased from 34 in 1919–20 to 64 in 1926–27.

(*a*) *Grants-in-aid.*—The control and development of industrial education in this Presidency necessitated the appointment of a full-time Inspector of Industrial Schools in 1919. Most of the assisted schools of wood and metal trade are now working to pre-arranged syllabuses and to properly arranged time-tables. The development can be seen from the following table:—

Year.	Number of schools aided.	Number of pupils in training.	Government grant.
1919-20	34	1,519	52,019
1920-21	37	1,696	77,405
1921-22	38	1,748	86,918
1922-23	42	1,928	62,656
1923-24	46	2,198	69,035
1924-25	51	2,584	106,659
1925-26	52	2,943	138,564
1926-27	59	3,591	155,496

The Committee on Technical and Industrial Education, 1922–23, recommended a greater measure of aid to industrial schools in addition to starting model industrial schools where private institutions were few and far between. The policy of Government in regard to industrial education was continued in the development of that education mainly by means of aided institutions. The number of such institutions increased and grants given are shown above and these grants represent a satisfactory advance towards the estimate of Rs. $2\frac{1}{4}$ lakhs which the Committee wanted to be earmarked as a beginning for a proper development of this branch of industrial education. In pursuance of the recommendations of the committee on Industrial and Technical Education, Government have under consideration the question of starting model industrial institutions in Bellary, Calicut and Mangalore in order to satisfy the demand for such schools in those areas.

(*b*) *Scholarships.*—This department administers four different kinds of scholarship schemes and rules for their award were revised and sanctioned in 1927.

State technical scholarships.—The scholarships were originally administered on behalf of the Government of India. In addition to these scholarships, the Government of Madras granted three scholarships from provincial funds in 1920–21. This is the first time that such scholarships were given from provincial funds. In 1921–22, the Government of India decided to provincialize these scholarships. The responsibility for four scholarships was accordingly assumed by the provincial Government thus bringing the total number of scholarships tenable abroad payable from

provincial funds to eight. Until recently the scholarships were awarded under the rules framed by the Government of India. In 1927, the rules were revised and the important provision in the rules is that the scholarships should be awarded only for the study of such subjects as would enable the scholar on return to the Province to utilize his knowledge for the improvement of the industry for the study of which he had been awarded a scholarship.

Indian Institute of Science, Bangalore—Scholarships.—These were instituted in 1919. They were then of the value of Rs. 50 per mensem and were granted for the technical training of well educated young men for employment in chemical industries. Eight graduates were selected and granted scholarships for one year. The value of the scholarship was increased to Rs. 60 in 1920–21. In view of the probable large demand for industrial chemists, this system of awarding scholarships was placed on a permanent basis and the number was increased to 18. In 1922–1923, the number of scholarships tenable was reduced from 18 to 15. It was also decided to include in the scope of studies prescribed for students selected for scholarship, the study of biochemistry and electro-technology. These scholarships are now granted for a period of three years only ; the number has been reduced to 14 and the remaining scholarship was earmarked for a research scholar in the Leather Trades Institute tenable for a year.

Victoria Jubilee Technical Institute, Bombay.—Three scholarships of the value of Rs. 30 per mensem were awarded to students for study at the Institute. In 1922, the allowances were increased to Rs. 60 and these became very popular. Six scholarships were awarded in 1922–23. The Board of Trustees of the Institute found it necessary to approach Government for financial assistance. Government agreed to make a contribution of Rs. 200 per annum in respect of each of the scholars actually admitted subject to the limitation that the maximum number of such Government scholars should not exceed 20 at any one time. On the recommendation of the Committee on Technical and Industrial Education, Government agreed to award scholarships for the study of electrical engineering also. These scholarships are very popular now and cost Government annually Rs. 18,400.

Industrial scholarships.—In previous years it had been the practice to award 200 scholarships annually to pupils in aided industrial schools. These varied in value from Rs. 1–8–0 to Rs. 9 per mensem. In 1920–21, the system was revised and 60 scholarships are now awarded every year, tenable for any pre-arranged period up to five years and increasing in value from Rs. 1–8–0 to Rs. 7–8–0 per mensem. These cost the Government annually about Rs. 14,000. Standard syllabuses for various subjects taught in aided schools have been drawn up and circulated. The Code of Regulations to govern the grant of recognition to industrial schools was drafted and approved in 1925.

Government Industrial Institute, Madura.—Before 1920, this Institute was called the Madura Technical Institute with three

sections, viz., the industrial section, the dyeing section and the weaving section. In 1919–20, the Director proposed to abandon that part of the scheme which related to the dyeing and weaving sections and recommended either the closing down of the mechanical engineering section also or the altering of its scope and status and to conduct the Institute simply as a commercial engineering and cabinet-making workshop accepting general repair work and contracts including motor-car repairs, employing a staff of skilled and unskilled workmen to cope with the work but also employing as many apprentices in training as the volume of work in hand and the accommodation available allowed. These proposals were approved by Government as also the appointment of a Board of Visitors for the Institute and it was renamed the Government Industrial Institute. The revised scheme involved the provision of a five years' apprenticeship in wood-working and metal-working and short courses in oil-engine tending and motor-car driving and mechanism.

	Number of apprentices.	Cost of the Institute.
		Rs.
1918–19	58	35,679
1926–27	89	71,614

The Retrenchment Committee which reviewed its working recommended its abolition but Government did not agree with the Committee's recommendation and asked the Director to submit a report in 1925–26 when the first batch of students admitted under the reorganization scheme of 1920 were about to complete their training. The Director's report was received and Government after a consideration of the important work done by the Institute ordered its permanent retention. They further sanctioned a revised syllabus and some additional staff for the Institute. The revised syllabus provided in addition to the subjects already taught, a special course in motor-car repair work and also for a fuller training in the theory of mechanical engineering, machine drawing and mathematics. The Institute is now worked as a commercial concern and a subsidy of Rs. 60,000 a year has been sanctioned for it.

Madras Trades School.—The school was started in 1916. The object of the school is to supply the industrial public with intelligent and skilled engineers, mechanics, electricians and plumbers equipped with sound theoretical and practical knowledge. It has also for its object, the creating of an opening for the young men of the Presidency who are educated up to the School Final standard but are not qualified for admission into the higher Technical colleges. Originally the school started with two classes and 40 students on the rolls. The subjects taught in 1918–19 were—

(1) Mechanical engineering, first, second and third year classes.

(2) Plumbing, first, second and third year courses.

(3) Electric wiring, first and second year courses.
(4) Machine drawing, three classes.
(5) Vernacular maistris' classes.
(6) Classes for railway apprentices at Perambur.

There were 250 students in 1918–19. A practical mathematics class was added in 1919–20 and the strength of the school rose to 320 students. Minor sanitary engineering was added in 1920–21. The various courses of study were also revised and the subjects were grouped into courses extending over a period of five years. In 1922–23 the scope of the course in mechanical engineering was extended so as to include applied science as part of the curriculum. With a view to improvement in electrical instruction, Government ordered that the existing electrical engineering course should be divided into two sections, one designated the "Minor Electrical Engineering class" on a four years' course and the other designated "Practical Electrical Wiring class" in the vernacular. In 1923–24, a building drawing class for the benefit of builders and masons was opened. On the recommendations of the Committee on Technical and Industrial Education, Government sanctioned the permanent retention of the school and staff.

The school was housed in a new building in 1924–25. In November 1925 printing classes were opened for the benefit of the more intelligent of the young men and learners employed in the various presses. In 1926 a preparatory trades school was started with 8 boys on the rolls but subsequently the number increased to 27. At present instruction is given partly in English and partly in the vernacular. The subjects taught are English, Arithmetic, Elementary Science, Drawing and Carpentry. The total strength of the school on 31st March 1927 was 638 including the Perambur School. The question of enlarging the scope of the electrical engineering course is to come under consideration soon.

Leather Trades Institute.—The Leather Trades Institute was opened in 1915 and the main object of its establishment was the improvement of the methods of manufacturing leather in India while the conception of the school course was that it should consist mainly of practical work in the school tannery, this practical work being supplemented by a measure of theoretical instruction and by laboratory checks on the process in the tannery. There were 13 students under training in 1918–19 owing to the boom in the leather trade. Many applications for admission were received in 1920. The number of students rose to 42. In succeeding years the number of new admissions was falling off. In 1923 a research officer was added to the staff and he took up for study problems relating to leather industry. In this year a committee was appointed to examine the steps which were desirable to further the development of the leather industry of the Presidency with special reference to the constitution and aims of the Leather Trades Institute. The committee submitted a comprehensive report and made a number of recommendations which were accepted almost in their entirety. The committee was satisfied with the

adequacy of the instruction given in the Institute and considered that in view of the scope which existed for improving the status of the Madras tanning trade and the difficulty experienced in securing facilities for training abroad, it was of great importance that the standard of instruction should be maintained. The Government also accepted the recommendation of the committee that the Institute should have a properly equipped research laboratory and an adequate research staff. In 1924–25 the strength of the school decreased. In February 1925 Government sanctioned the creation of a post of research chemist in pursuance of the recommendations of the Leather Industry Committee. Arrangements were made in 1925–26 for the conduct of an English lecture class on Madras methods of tanning for professional tanners and others interested in the trade. In 1926 a class for the training of maistris and tannery operatives was started at Pallavaram. The Institute however failed to attract much attention and the strength was going down. There was a widespread opinion that the expenditure incurred on the Institute was not commensurate with the results obtained. The Government are now considering the question of abolition or continuance of the institute. On a reference from the Punjab Government regarding admission of students from their province for training in this institute, this Government have addressed all provincial governments whether they would support the school if it is made an All-India Institute.

School of Arts and Crafts.—The school was transferred to the control of the Industries Department in 1920. It was designed to provide training in art and design as applied to various industrial crafts which were capable of artistic treatment. In 1923 a Committee was appointed to examine the working of the school and Government accepted the conclusions of the Committee that the teaching of fine arts and industrial art was incapable of attainment in a single school and that the object of the school should, as in the past, be to teach the application of arts to industries which were capable of artistic treatment. They also agreed to the opening of a separate school for the teaching of fine arts. As the second proposal has not materialised they have again, owing to various representations received, ordered the re-introduction of the teaching of fine arts in the school temporarily.

Textile Institute.—It was originally intended to utilize a portion of the Madura Institute for the purpose of training head maistris and weavers. The weaving block of the Institute proved to be ill-designed and therefore Government sanctioned the opening of a Textile Institute in Madras in 1922. The Institute provides two courses of instruction—the supervisor's course, which extends over a period of two years and is designed for those who intend to become teachers in weaving schools and managers of weaving factories and embraces both the theory and practice of textiles and the artisan course in various subjects which is purely practical and is intended to turn out competent men suitable for employment as maistris in handloom factories, demonstrators in schools

and craftsmen. It is proposed to extend the course to twelve months. The Institute was employed in the construction and supply of improved types of handloom and appliances. Orders for these are now transferred to local contractors. The value of the appliances sold amounted to Rs. 2,500 in 1922–23, Rs. 9,233 in 1923–24 and Rs. 10,500 in 1924–25. Although instruction is given free, the majority of weavers were found unwilling to send their sons to the Institute and Government have accordingly sanctioned 12 scholarships of the value of Rs. 20 per mensem tenable in the Institute. The Institute is also engaged in carrying out experiments on various problems connected with the textile industry which still await solution. As the institute was attracting sufficient attention it was placed on a permanent basis from 1st April 1926.

A power warp preparation plant was purchased in 1923. This was intended to shorten the preparatory processes of the handloom weaver and materially to ameliorate his condition. But the sale of power sized warps could not make headway owing to the inability of individual weavers to purchase the beams of sized yarn. The question of creating an organization for the purpose of working the warp plant is under consideration.

Peripatetic Weaving Parties.—The Government appointed two peripatetic weaving parties in 1913 to introduce improved methods and appliances among weavers in the several weaving centres. The Textile Expert recommended a large increase in the number of the parties and Government sanctioned the employment of ten parties in 1920. But only five were organized in 1920–21. In 1922–23 ten parties were at work. Each party consisted of a head maistri, an assistant maistri and three weavers. The efforts of these parties were principally directed

(1) to persuade the local weaver to adopt the fly shuttle slay and to carry out the necessary alterations in the country looms to enable this to be done ; and to adopt beams on their pit looms where long sized warps can be wound ;

(2) to educate weavers to weave finer cloth. The number of parties has now been reduced to five. The efforts of the parties are now directed chiefly to the improvement of the preparatory processes, the demonstration of the departmental hand-sizing machine and the distribution of power sized warps. In all 20 weavers' beams, 12 slays, 124 dobbies, 1 sizing machine and 5,344 yards of power sized warps valued at Rs. 2,060 were introduced through the medium of the several parties in 1926–27. The survey of cottage industries now under progress has brought to notice that these parties should be augmented if they are to effect any improvement in the weaver class. The Director of Industries has been asked to submit proposals in the matter.

Sericulture.—The stimulation of sericulture represents an activity of Government which was embarked on in Madras only about eight years ago. The control of the operations was taken over by the Industries Department in 1923. A peripatetic rearing

party has been organized : the hill farm at Coonoor has been expanded into a central distribution station and a research centre. The rearing party continued to operate in Kollegal taluk where the rearers are gradually taking more and more interest in having their moths tested with departmental microscopes. The Coonoor Farm was in charge of the Sericulturist Assistant. Sericulture offers considerable scope for development as a cottage industry and as a result of investigations carried out to determine the suitability of various tracts for growth of mulberry and rearing of worms, new tracts have been brought under cultivation. The total area under mulberry cultivation in these places is 80 acres. In the current year the scope of the Sericulturist Assistant's duties has been widened so as to permit of his touring periodically in the districts with a view to supervising more closely the work of the practical sericulturists and stimulating mulberry cultivation in the districts. In order to enable him to do this work, the head-quarters of the Sericulturist Assistant have been transferred to Madras. The peripatetic party has been strengthened by the employment of additional moth testers in 1927. Considerable propaganda work was done in several places in the Nilgiri district, Coimbatore, Salem, Cuddapah and a practical sericulturist has been posted to Tinnevelly to conduct a preliminary survey of suitable places in that area. The survey of cottage industries discloses that sericulture may be successfully introduced in Cuddapah and Bellary districts. This question will engage the attention of the department. The question of organizing co-operative societies for the purchase of microscopes to enable members to test moths in the Kollegal taluk is now engaging the attention of the Registrar of Co-operative Societies. There is also a proposal to open experimentally a small farm near Hosur in Salem.

Boring operations.—This is an important item of work undertaken by the department. It maintains power drills and hand-boring drills for making boreholes on requisition from ryots and on the payment of a small fee in order to encourage them to take to labour saving devices. The following table shows the number of feet bored in the several districts, the total number of borings made, the number of successful borings and those that proved unsuccessful :—

Year.	Number of feet bored.	Number of borings.	Successful.	Unsuccessful
1919-20	16,587	402	..	..
1920-21	16,900	497	240	257
1921-22	8,391	178	71	107
1922-23	20,640	..	..	..
1923-24	24,180	625	354	271
1924-25	28,841	694	434	260
1925-26	27,087	508	345	159
1926-27	37,517	768	584	184

More than 60 per cent of the borings have been successful. The number of power drills and hand-boring sets in charge of the department has been augmented in recent years. The department originally possessed 5 drills and 47 boring sets. There are now 12 drills and 84 boring sets. It is now proposed to purchase 8 drills and 22 hand-boring sets in 1928–29.

The department maintains a large number of pumping sets. These are of two kinds. One is used for pumping water for irrigation purposes and the other for well sinking. It had 14 pumping sets in 1920–21. These have been increased in recent years.

Staff of the section.—In 1920 there were 1 Assistant Industrial Engineer, 13 supervisors, 80 boring maistris, 2 surveyors, 2 tracers with clerical and menial staff. The activities of the section have developed very much and the executive staff consists of 1 Industrial Engineer, 14 supervisors, 44 mechanics (12 more will be sanctioned from 1st April 1928), 231 boring maistris and drillers.

4. *Manufacturing activities of the Department of Industries.*—(1) *The Kerala Soap Institute.*—This is one of the commercial undertakings of the department. The institute having demonstrated the successful manufacture of soap in the Presidency was considered to be ripe for transfer to private enterprise. Government however considered that before a decision was taken as to the future of the concern, an attempt should be made to train some apprentices and accordingly sanctioned its continuance till 31st March 1929. The first batch of six apprentices was admitted on 1st May 1927.

(2) *Government Industrial Institute, Madras.*—This was first started at Coonoor under the name of the "Minor Chemical Laboratory". It was transferred to Madras in 1922 and is now engaged in the manufacture of writing inks and in conducting experiments in the manufacture of printer's inks. Experiments in the manufacture of vinegar and adhesives will soon be undertaken.

(3) *Fruit Preserving Institute, Coonoor.*—This owed its origin to Sir F. A. Nicholson. Its two-fold objects were—

(i) to increase the fruit cultivation on the Nilgiris, and

(ii) to demonstrate the possibility of manufacturing fruit products on a commercial scale. The institute was started in 1922. The institute demonstrated that jam, jellies and preserved fruits of good quality could be manufactured at Coonoor, but it did not succeed in marketing its products. As there was a loss in its working, it was ordered to be closed in 1926.

Glue.—The attempt to pioneer the glue industry in the Madras Presidency definitely failed.

(1) Technical and Industrial Education Committee was appointed in 1922 as a result of a resolution moved in the Legislative Council in November 1921. The whole range of industrial and technical education came under review and most of the recommendations were accepted by the Government.

(2) *Leather Industrial Committee*, 1923.—A committee was appointed in 1923 to examine the aim and working of the institute as explained above. Another committee will shortly sit to consider the future of the institute.

(3) *District Engineering Branch*.—It was considered that the fees levied by the pumping and boring section for services rendered to ryots were high and that they should be reduced. The question was examined and substantial reductions have been made in the rates charged. The new rates were brought into effect from 1st October 1927.

(4) *Survey of Cottage Industries*.—In order to find some employment for the agriculturists in the off-season, it was considered necessary to undertake a survey of cottage industries in the Presidency with a view to find out what can be done to improve existing industries and to introduce new industries. A special staff has been appointed and it has completed the survey of four districts and the survey of two more districts is nearing completion. Action is being taken on the reports so far received.

(5) *Sub-soil Water Survey*.—Extreme scarcity of drinking water and the absence of irrigation facilities in certain tracts of the Presidency have led to the consideration of proposals for the carrying of an intensive survey of underground water-supplies in the Presidency. With a view to collecting data to find out whether such a survey will be effective in locating underground currents, it has been decided to carry out an experimental survey estimated to cost nearly Rs. 1¼ lakhs in fourteen villages of the Bellary Firka of the Bellary district.

(6) *Kerala Soap Institute, Calicut*.—The institute had demonstrated the successful manufacture of soaps under Indian conditions but the institute was not utilized for the training of apprentices. At the instance of the Minister a scheme of training apprentices has been introduced since May 1927 and the institute has been ordered to be retained till the end of March 1929.

(7) *Textile Section*.—A conference will be held to examine the working of the section since its inception and suggest measures for its future organization and progress.

5. The cost of the establishment in the Industries Department in 1926–27 was Rs. 3 lakhs. Rupees 2 lakhs were spent on industrial schools and scholarships. The total expenditure was Rs. 10 lakhs. The receipts amounted to Rs. 1 lakh.

The relaxation of control by the Secretary of State and the Government of India has tended to speedy disposal of questions. For example, the State Aid to Industries Act came into operation within a period of one year.

The Industries Advisory Committee is an example of the enlistment of democratic support. Important questions are referred to it for advice. The department thereby secures the support of the members in the Council for the carrying out of its measures. In 1925 the Cotton Transport Act was introduced in this Presidency and the rules framed under it were made after ascertaining the

views and demand of the representatives in the Council. The measure was passed in the Council without any great difficulty.

The work of the Industries Department is closely connected with the work of the Agricultural, Co-operative and Forest Departments. So far as the transferred departments are concerned, an attempt has been made recently to convene departmental conferences at which heads of departments under the control of the Ministers meet together, discuss questions affecting two or more departments in order to arrive at a common line of action calculated to the advancement of all the sections. For example the Industries Department is interested in developing the blanket industry and for this the help of the Agricultural Department is needed to improve the breed of sheep and quality of wool. The development of the handloom weaving industry postulated the combination of the weavers by the formation of a co-operative society in order to enable them to raise credit for purchase of yarn and sale of their product.

As far as the reserved departments are concerned, such as forests, irrigation, revenue, etc., they have also to contribute their share to the development of industries. All possible help is now being rendered by these departments in the development of industries in the Province.

(16) THE CIVIL VETERINARY DEPARTMENT.

The Civil Veterinary Department in this Presidency is under the direct control of Government in the Development Department. The department has been organized with a view to treat sick animals and prevent outbreaks of epidemics of cattle disease. Veterinary work is carried on in two ways—by the establishment of veterinary hospitals and dispensaries and by carrying veterinary relief to the door of the ryots by the itinerating staff of the department. The department administers the following four Acts:—

(*a*) The Madras Cattle Disease Act, 1866 ;
(*b*) The Glanders and Farcy Act, 1899 ;
(*c*) The Prevention of Cruelty to Animals Act of 1890.
(*d*) The Livestock Importation Act of 1898.

For purposes of veterinary administration, the Presidency is divided into six circles, each in charge of a Circle Officer or Deputy Superintendent. The Madras Veterinary College is in charge of the Principal assisted by professors and lecturers. The entire administration of the department is supervised by the *Veterinary Adviser* to Government.

The Principal, Madras Veterinary College, is responsible for all veterinary relief within the City. The veterinary hospital attached to the Veterinary College is also under his control. The staff under him consists of two professors who belong to the All-India Service and several assistants of the Madras Veterinary Service and the subordinate service.

There is a *Deputy Superintendent* for each circle. He is required to inspect each *Veterinary Assistant Surgeon's* post in

his circle twice a year, once in detail. He should also inspect the work of the itinerating staff. All outbreak-reports furnished by the Revenue Officers are attended to by this officer. He is also required to attend to the serum-simultaneous method of inoculations against rinderpest.

The Veterinary Assistant Surgeons form the subordinate service. They are either in charge of veterinary institutions or required to do touring work and to run camp dispensaries.

There is a Standing Advisory Committee for Agriculture and Veterinary Departments. The Committee consists of five M.L.C's. The Minister for Development is the President. The Veterinary Adviser attends the meetings of the Committee when questions regarding his department are discussed. The President may nominate to the Committee temporarily local members for discussion of local subjects. The functions of the Committee are advisory.

There is also a Selection Committee to regulate the admission of students to the Veterinary College.

There are seven sanctioned imperial posts for the department, four for the executive branch and three for the College. Two of these posts have not been filled up. So there are only five imperial officers of whom one will shortly retire. Recruitment to the Indian Veterinary Service has been stopped and its functions will be discharged by a new provincial service, the constitution of which is under consideration.

The number of Veterinary Assistant Surgeons is 209. The number of veterinary hospitals is 82. There are 88 touring veterinary assistants. The expenditure in 1926–27 was Rs. 7 lakhs.

Until 1922, the veterinary institutions were under a dual system of control by Government and local bodies, Government contributing part of the expenses of upkeep. In 1922, complete control of all but a few private institutions was taken over by Government.

The activities of the department may be grouped under two main heads (*a*) district work and (*b*) education. Until 1925, the executive was under the control of the Chief Superintendent, Civil Veterinary Department and the college was under the Principal. Both the Chief Superintendent, Civil Veterinary Department and the Principal, Madras Veterinary College, were thus independent of each other and were directly responsible to Government. In 1925 the Government made the Veterinary Adviser responsible for the entire activities of the department.

The touring staff of Veterinary Assistant Surgeons is engaged in attending outbreaks of contagious diseases. When not actually attending to outbreaks of contagious disease, the touring staff is employed in running camp dispensaries which are shifted every ten days or so and during that time render whatever aid is required in surrounding villages.

It is intended to provide every taluk with a dispensary.

(17) THE FISHERIES DEPARTMENT.

This department is to discover and introduce new and improved methods of fishing, fish-curing and producing fish manure, etc. It also aims at the general betterment of fishermen. At present it is mainly concerned with sea-fishing, but it is gradually assuming control over inland waters and improving their fish supply.

It organizes and controls fish-curing yards; a cannery; oil and guano factories; an oyster farm; fish farms; chank fisheries; pearl fisheries; deep sea-fishing, stocking of tank and river fisheries; a marine aquarium; schools and co-operative societies for fishermen.

The *Director of Fisheries* is the controlling and administrative head. He is in direct charge of the scientific work of the department.

There are three *Assistant Directors* one in charge of fishing experiments, one of fish-curing yards, education and co-operation on the West Coast and one in charge of fish stocking in tanks and rivers, fish breeding, fish-curing and deep sea-fishing.

There is also a Superintendent of Pearl and Chank Fisheries.

There is a Standing Fisheries Advisory Committee, consisting of seven members of the Madras Legislative Council, under the presidency of the Minister of Public Health and Excise. The Director of Fisheries attends the meetings of the Committee. The President nominates to the Committee temporarily local members for the discussion of local subjects. The functions of the Committee are advisory.

The income from fisheries in 1926–27 was Rs. 6 lakhs of which Rs. 2½ lakhs was from pearl and chank fisheries, Rs. 2½ lakhs from fish-curing yards and 1 lakh of rupees from inland fisheries. The expenditure was Rs. 6 lakhs of which about Rs. 68,000 was cost of the Director and Assistant Directors and their establishment, Rs. 2,30,000 was expenditure on fish-curing yards and Rs. 60,000 compensation to Local Boards for loss of fishery rentals.

In the interests of economy in administration the department came under the scrutiny of the Retrenchment Committee in 1923. The only change of policy of any importance was the transfer of control of fish-curing yards on both the Coasts to the Fisheries Department from 1st April 1924. Prior to this, these were controlled by the combined Salt and Abkari Department. With the separation of these two and because of the fact that under the Reforms the subject of Fisheries was a transferred department the yards came under the control of the Fisheries Department.

Another change of some importance to the fishermen frequenting the public curing yards is the increase of issue price of salt supplied for curing purposes. The rate was ten annas a maund since 1918. But owing to large losses that were occurring in the administration of the yards and to the refusal by the Government of India to share any portion of the running charges on these yards beyond the remission of duty on the salt consumed in them, the local

Government decided to increase the rate to Rs. 1–4–0 from 1st April 1924. This decision has been the subject of adverse comment in the Press, platforms and the local Legislative Council and the question of feasibility of a reduction in the rate is now engaging the attention of the Government.

There have been practically no changes in the methods of administration as a result of Reforms, except that when important questions come before Government the Minister takes the advice of the Advisory Committee—an institution whose inception was due to the introduction of the Reforms. Important questions referred to the Advisory Committee were (1) continuance of cannery at Chaliyam, (2) reduction of issue price of salt, (3) issue of rules for control of fishing in public waters.

It was the advice of the Committee on the last subject mentioned above that has directly led the Government to undertake amending legislation to the Indian Fisheries Act. The amending Bill will shortly come before the Legislative Council.

The alteration in the control by the Government of India and the Secretary of State has had no effects on the administration.

(18) THE LOCAL SELF-GOVERNMENT DEPARTMENT.

This department deals with district, taluk and union boards, municipal councils and village panchayats.

The functions and powers of the local bodies are laid down under special Acts and rules framed under them. There is an Inspector of Local Boards and Municipal Councils who is also the Registrar-General of Panchayats. In his former capacity, he has no executive powers. In his latter capacity, he exercises a large amount of control and guidance in regard to village panchayats. Collectors have been delegated certain powers of control over local bodies.

(i) *Advisory Committees.*—An advisory committee for local and municipal administration was first constituted in February 1922 with 11 members of whom 10 were non-official Members of the Legislative Council. It was reconstituted after the elections of 1923 with 12 members and again in 1926 with the Minister for Local Self-Government as President and with eight out of the remaining nine members appointed from the non-official Members of the Legislative Council. Meetings of the committee have been held for consideration of important subjects connected with Local Self-Government.

(ii) In March 1926 a committee was appointed to report on the position to be occupied by village panchayats among local bodies and on certain proposals regarding the constitution and working of district boards. The committee arrived at preliminary conclusions which were referred to certain Collectors for opinion. The opinions have been received and are under consideration.

(iii) In November 1921 a committee was appointed to draw up a set of draft rules under the Madras Village Panchayat Act, 1920. The committee consisted of eight members of whom five were non-official Members of the Legislative Council. The draft rules proposed by the committee were approved by Government in January 1922.

(iv) *The Road Board.*—The Road Board as at first constituted in May 1921 consisted of 15 members, of whom seven were non-official Members of the Legislative Council. The present strength of the Board is 17. It is a standing advisory committee and has been constituted to advise Government in matters relating to roads. The non-official members of the Board hold office for two years from the date of their appointment. The present Board was constituted in 1926 and includes seven non-official Members of the Legislative Council.

(v) *The Light Railways Committee.*—This committee consisting of eight members of whom four were Members of the Legislative Council (non-official Presidents of District Boards) was appointed in August 1922 to prepare a note for the use of district boards on the construction and management of light railways. Orders on the committee's report were deferred pending receipt of a communication from the Government of India as to their policy in respect of district board railways. In view of the present policy of the Government of India that all branch and feeder lines should be constructed by the Railway Board from programme funds, no action was taken on the committee's report.

By-law Making Machinery.

Local Boards.—Sections 202—205 of the Madras Local Boards Act lay down the subjects in respect of which by-laws may be made and the procedure to be adopted in making them. The District Board should make by-laws for all the local boards in the district. The by-laws should not be inconsistent with the Act or any other law. In making a by-law, the district board may provide that a breach thereof shall be punishable with fine. Before making or altering by-laws, the district board should publish a draft of the proposed by-laws or alterations together with a notice inviting objections, if any. No by-law made by a district board has effect until it has been approved and confirmed by the Government. All by-laws which have been duly confirmed have the force of law.

Municipal Councils.—Sections 306 to 310 of the Madras District Municipalities Act govern the making of by-laws by municipal councils. The procedure for the making of by-laws is similar to the one in regard to local board areas.

2. The total number of members of a district board is subject to a minimum of 24 and a maximum of 52; the corresponding figures for taluk boards are 12 and 24 and those for union boards and village panchayats seven and fifteen. Except in the case of village panchayats where all the members are elected, not less

than three-fourths of the members are elected, and the rest nominated to represent Muhammadans, depressed and backward classes and other minorities. Appointments to the district board are made by the Government to the taluk board by the president, district board, and to the union board by the president, taluk board. At present the presidents of most of the district and taluk boards are elected. Village panchayats elect their own presidents.

Unless the Governor in Council otherwise directs a municipal council elects its own chairman. At the end of 1926–27, 77 chairmen were elected non-officials.

The president or chairman of the local body carries out the resolutions of the body. There is a provincial service of District Board Engineers and another of District Health Officers and Health Inspectors. These work under the control of local bodies. Medical officers may be lent by the Government from the provincial service or employed direct by the local bodies. Certain services are rendered to local boards by officers of the Revenue Department.

3. The number of local bodies in 1918–19 and 1925–26 are compared below:—

Number of	1918–19.	1925–26.
District Boards	25	24 (25 in 1926–27).
Taluk Boards	97	129
Union Boards	535	About 500
Municipal Councils	72	80

The increase in the number of taluk boards from 97 in 1918–19 to 129 in 1925–26 was due mainly to the divisions of existing taluk board areas on administrative grounds, viz., unwieldy jurisdiction. The decrease in the number of unions is due to abolition in consequence of the restriction in section 4 (2) of the Madras Local Boards Act, 1920, to the effect that no area should be declared to be a union unless it has a population of not less than 5,000. There were about 2,500 village panchayats on 1st January 1928.

The total income and expenditure in lakhs (excluding deposits) of municipalities and local boards are shown below:—

—	Income.		Expenditure.	
	1918–19.	1926–27.	1918–19.	1926–27.
Local Boards	243·23	365 80	204·84	366·75
Municipal Councils	87·6	165·37	86 1	160 54

4. Just before the Reforms, the Madras Local Boards and the District Municipalities Acts of 1884 underwent complete revision which was accompanied by legislation relating to village panchayats, town-planning and elementary education as well as by a large increase in the number of local bodies and the removal of official control from them which also involved the deprivation to some extent of the assistance of revenue and other officers who had carried out a good deal of their work for them when revenue officers were presidents.

The passing of the Madras Local Boards Act of 1920 has had far-reaching effects on the administration of local affairs. Official control has been relaxed and restricted to emergencies when danger to public health or safety is imminent. The strength of local bodies has been considerably increased and nominations confined (in theory) to depressed and backward classes and other minorities which do not secure representation by election. The franchise has been extended to all persons who pay any of the principal taxes. Local bodies have been given almost complete control over their budgets and their subordinate establishments. Taluk boards have been made statutorily and to a large extent administratively independent of district boards. The administration of the department by the Ministers who are appointed from the elected Members of the Legislative Council has made it more responsive than before to public opinion.

Under section 41 of the Madras District Municipalities Act, 1920, the Local Government can dissolve and reconstruct or supersede a Municipal Council. Under section 45 of the Madras Local Boards Act, a Local Board may be dissolved and reconstructed but cannot be superseded. From 1921 to 1928, 4 municipal councils were superseded and 2 municipal councils, 7 union boards, 5 taluk boards and 1 district board were dissolved.

After the Reforms there were no changes of policy in connexion with the administration of local boards and municipal councils except those embodied in the Acts of 1920.

5. *Education.*—District and taluk boards and municipal councils provide educational facilities to the inhabitants within their respective areas. Union boards do not maintain any schools. Under section 95 (iv) of the Local Boards Act, 1884, every local board, i.e., district and taluk board should provide for the diffusion of education and with that view, the construction and repair of school-houses, the establishment and maintenance of schools, either wholly or by means of grant-in-aid, the inspection of schools and the training of teachers. Under section 112 (1) (iv) of the Madras Local Boards Act, 1920, the diffusion of education and with this view the establishment and maintenance of schools, libraries and reading rooms and the inspection of schools are among the purposes to which local boards' funds may be applied. Though these are the purposes to which funds of local boards could be applied, their application is subject to the rules in rule 1 of Schedule V of the Madras Local Boards Act, 1920. Under this rule, district boards

can spend funds only on secondary education and taluk boards only on elementary education. Union boards cannot devote their funds for educational purposes.

Both under the old District Municipalities Act of 1884 and the existing Act of 1920 municipal councils can provide for secondary and elementary education. Sections 113 (iv) and 117 to 124 of the Madras District Municipalities Act, 1884, define the powers of municipal councils in respect of education. The same powers are given in rules 40 (*b*) and 47 to 52 of Schedule IV of the Act of 1920. Under these provisions every municipal council has to make provision so far as the funds at its disposal may admit for the instruction in schools of all children of school-going age resident within the limits of the municipalities for whose instruction provision shall not otherwise have been made.

The provision of elementary education is regulated by the Elementary Education Act, 1920, under which municipal councils and taluk boards are recognized as agencies for the spread of elementary education. Under section 32 of that Act it is incumbent on every local authority (i.e., municipal council or taluk board) to form an elementary education fund to which Government also contribute a sum not less than the proceeds of the education tax which a local authority levies, and a fixed recurring sum based on the expenditure from provincial funds on elementary education in the area of the local authority in 1919–20.

6. *Taxation and Finance—I. Municipalities.*—The municipal council fixes the rates of the taxes leviable subject to the provisions of the Act. The Chairman fixes the assessments on individual tax payers. A revision petition generally lies to the Chairman. An appeal lies to the municipal council on the Chairman's decision. The adjudication of the appeal by the municipal council is final. The council has power to raise the assessment in cases where the Chairman's assessment is inadequate. The mainstay of councils is the income from the property tax.

The Chairman is responsible for the collection of municipal revenues. The municipal taxes are collected through bill collectors working under the Chairman. Tolls are generally leased out. In several municipalities the collection work is not properly attended to. In 1925–26 about 79 per cent of the taxes were realized on an average against 82 per cent in 1913–14. The appointment of a paid executive officer to attend to the duties of assessment and collection of taxes is felt necessary. Steps are being taken to amend the Act to provide for the employment of executive officers.

II. Local Boards.—The district board fixes the taxes leviable in the district irrespective of whether the income is appropriated by it or by the subordinate local boards. The main income of district and taluk boards is land cess which is collected by the Revenue Department. Tolls form a substantial portion of the income of district boards and are leased out by the boards themselves. Profession and companies taxes are new taxes introduced by the Madras Local Boards Act, 1920, and the income therefrom

is appropriated by the taluk and union boards. Taxes in villages are generally collected for the district and taluk boards by village headmen.

Union boards depend mainly on the income from house tax to carry on their services and it is collected by the presidents themselves or with the help of bill collectors or maistris.

The following important changes have taken place since the Reforms in the field of taxation and finance of local bodies, besides the changes introduced by the Madras District Municipalities Act, 1920.

I. Municipalities.—(i) Government grants to local bodies including local boards are generally restricted to specific national or semi-national services. The system of pre-payment of grants has been replaced by the system of post-payment.

(ii) From 1st April 1923, the Government with the sanction of the Secretary of State for India assigned to municipal councils the ground-rent on town sites in municipalities collected in excess of the agricultural assessment. This rate is assumed to be Rs. 6–4–0 per acre.

(iii) Local bodies have been permitted to invest their surplus cash balance in approved district co-operative banks in fixed deposits. Local bodies have also been permitted to have current accounts with district co-operative central banks.

II. Local Boards.—Items (i) and (iii) above apply to local boards also. In addition, the following changes have also been carried out in the case of local boards:—

(i) Land cess: From December 1923 local boards are credited on the 15th of each month with one-twelfth of the estimated collections on behalf of the boards in the year concerned. The payments are now made on the basis of the fasli year. As land revenue and cesses are collected for the most part only in the latter half of the fasli year, the system of adjustment to local boards constitutes payments of cesses in advance from provincial funds to local boards. The system was introduced in order that district and taluk boards may have sufficient funds throughout the year.

(ii) From December 1923, the Government Treasury acts only as a banker to local boards. Local boards can now draw money from the Treasury only by means of cheques and within the sum to the credit in the Treasury. They were formerly drawing money by means of bills.

(iii) Compilation of Accounts from December 1923: The work of compiling the accounts of local boards has been transferred from the local audit branch of Treasury Deputy Collector's offices to local boards themselves.

(iv) Audit: The duty of auditing the accounts of local boards has been transferred from Treasury Deputy Collectors to the Examiner of Local Fund Accounts from 1st December 1923, before which date the Examiner was conducting only a test audit. The

audit staff has been strengthened, an inspector being appointed for each district (except the Nilgiris).

7. The important changes under communications since the Reforms are—

(1) The provincialization of the District Board Engineers with effect from 1st March 1924.

"(2) Introduction of the scheme of a service grant to district boards for the maintenance of second-class roads.

Prior to 1923–24 district boards were receiving grants-in-aid of their general resources. These grants were converted with effect from 1st April 1923 into *service* grants for the maintenance of second-class roads. The total maximum amount of these grants is Rs. 15·53 lakhs.

(3) Improvement of village communications: Special attention has been paid by Government to this subject since 1925–26. The provision of village roads is primarily the duty of local boards; but it was found that the boards were able to spare little from their resources for this object. From 1925–26 the Government have sanctioned grants to local boards to enable them to take up this work on a systematic basis.

8. The administration of local bodies has not been affected by the alteration in the control of the Government of India or the Secretary of State as a result of the Reforms. Local bodies have been sensitive in regard to official control or interference. The assistance of the Revenue Department is required by local bodies mainly in connexion with the acquisition of land and the collection of land cess, profession tax, fishery rentals and tree tax. These services have been rendered willingly by the Revenue Department.

(19) THE MEDICAL DEPARTMENT.

The Medical Department deals with medical relief, medical education and medical research. In regard to medical relief, the responsibility of the department is limited to the maintenance of the important hospitals in Madras City and at the headquarters of the districts, of special institutions such as mental hospitals and of medical institutions in special tracts such as the Agency and the Laccadive islands. The responsibility for medical relief in the districts outside the district headquarters devolves upon local bodies though the Government assist these bodies in several ways, e.g., by placing the services of Government medical officers at their disposal, by means of grants for medical buildings, by subsidies to rural medical practitioners, for maintenance, etc.

The department maintains a large staff of officers for the charge of medical institutions, both Government institutions and those under the management of local boards and municipal councils and for medical attendance on the large body of Government servants in the whole Presidency.

In regard to medical education, the department maintains two medical colleges, four medical schools for men and one medical school for women on the Western system and one medical school with a hospital attached to it in which instruction is given according to the indigenous systems of medicine, supplemented by instruction in certain subjects according to the Western system. The department also subsidises a private medical school for women run by certain missionary bodies.

Special medical research is carried on at the King Institute of Preventive Medicine, Guindy, and the Pasteur Institute, Coonoor. The former is controlled by the Medical Department, while the latter is a quasi-public institution, the medical staff being provided by the Government.

For medico-legal purposes a special staff is maintained consisting of one Chemical Examiner and three assistants with the necessary clerical and menial staff.

Surgeon-General.—The Surgeon-General is the adviser to the Government on all matters connected with medical administration including medical education and research, except in so far as these relate to the indigenous systems of medicine. He is entrusted with the superintendence and control of all Government medical institutions, medical colleges and schools and research institutions in which the Western system of medicine is followed. He controls the staff of the department either directly or by recommendations to the Government. He prepares the budget and controls the expenditure of the department and is responsible to the Government for the due submission of all reports required to illustrate the working of the institutions under his control.

District Medical Officers.—District Medical Officers are entrusted with the direct control of all medical institutions established at their headquarters. They also hold the medical charge of jails at their respective stations, when the Superintendents of the jails are not medical officers. District Medical Officers are required to inspect once a year all medical institutions in the district, to advise local boards and municipal councils in all matters affecting medical institutions under their management. They should also check and control indents for medical stores required for all medical institutions in the district. They are also responsible for the due submission to the Surgeon-General of all statistical returns relating to the institutions in the district and of periodical reports on the work of all medical subordinates. The District Medical Officers are partly officers of the Indian Medical Service and partly officers of the Provincial Medical Service.

Assistant Surgeons.—Assistant Surgeons form the lower grade of the Madras (Provincial) Medical Service and are employed as assistants to District Medical Officers, as assistants to professors in medical colleges, as lecturers in the medical schools, as medical officers in charge of the more important medical institutions in the districts other than those at district headquarters and as assistants to the medical officers in the Presidency hospitals and to the officers in charge of special institutions.

Sub-Assistant Surgeons.—Sub-Assistant Surgeons are the lowest class of Government medical officers. They are generally employed in a subordinate capacity in the important medical institutions and in independent charge of only branch and minor dispensaries. A number of Sub-Assistant Surgeons are appointed to the subordinate medical charge of jails and a few are employed as assistant lecturers in medical schools. When required, Sub-Assistant Surgeons are deputed for temporary duty in connexion with outbreaks of famine or epidemic diseases.

There were in the Presidency at the end of 1926 1,006 medical institutions classified as under—

1. State public institutions	63
2. State private institutions (for special departments of Government, e.g., Police or special section of the public)	22
3. Local Fund institutions	773
4. Private institutions aided by the State ..	29
5. Private institutions not aided by the State ..	67
6. Railway institutions	52
Total ..	1,006

Six of the 63 State institutions were exclusively for women and children.

The number of beds maintained in institutions in classes 1, 3 and 4 above was 9,696, and the number of in-patients treated was 159,043, the number of out-patients being 10,059,359.

The Government maintained three mental hospitals with 1,385 in-patients, the daily average strength being 1,033 of whom 188 were insane criminals. There were two medical colleges with 796 students, including 71 women, on the rolls; 310 or 46 per cent of the Madras students, and 93 or 59 per cent of the Vizagapatam students who appeared for the University examination were successful.

There were five medical schools for men and one for women with a daily strength of 958. Grants are made from provincial funds in aid of rural dispensaries managed by local boards. The total expenditure on the Medical department in 1926–27 was Rs. 66 lakhs, while the receipts were Rs. 4½ lakhs.

Advisory bodies.—The following are the advisory bodies connected with medical administration.

1. *The Board of Public Health.*—This was constituted in 1920 immediately after the introduction of the Reforms. It consists of the following members:—

(1) Minister in charge of Public Health (President).
(2) Secretary to Government, Local Self-Government Department (Secretary).
(3) Surgeon-General.
(4) Director of Public Health.
(5) Chief Engineer.

(6) Sanitary Engineer.

(7) Deputy Secretary to Government, Local Self-Government Department.

The Board advises the Government on any question of policy or administration which is referred to it by any of the members.

2. *Advisory Committee for the public health administration.*—This was first constituted in 1922 and took the place of the "Consultative Council of Public Health" with the object of maintaining touch with non-official opinion both as regards the general principles of health policy and on particular questions concerning medical relief, preventive medicine and medical education and research arising from time to time. The advisory committee is composed mainly of non-official members of the Legislative Council and is reconstituted after each general election. There are also official members.

3. *Advisory committees for District Headquarters hospitals.*—Between 1917 and 1921 the Government took over the management of the district headquarters hospitals from local bodies with the object of (1) improving the facilities available for medical education and (2) improving the hospitals and bringing them up to date so that they might serve as models for the rest of the district. In order, however, that public opinion might be brought to bear on the administration of the hospital, and to keep the Surgeon-General and the Government informed as to the needs of the hospitals as viewed by the public the Government decided to constitute an advisory committee for each hospital consisting of—

(1) the Collector;
(2) the District Medical Officer;
(3) the Executive Engineer;
(4) the President of the District Board;
(5) the Chairman of the Municipal Council;
(6) A second representative of the District Board;
(7) A second representative of the Municipal Council.

4. *Medical College Councils.*—The Principals of the medical colleges at Madras and Vizagapatam are each assisted by a consultative council composed of all the professors of the respective colleges. Any proposal involving a change in the prescribed course of instruction or in the general management of the college has to be laid before the Council for discussion before submission to superior authority.

5. *Committees of visitors for Mental Hospital.*—The visitors are appointed under statutory authority and have certain powers and duties in connexion with the administration of mental hospitals. They also serve the purpose of advisory committees and their suggestions for improving the institutions are carried out as far as possible.

6. *Statistics.*—Statements are attached below under the following heads:—

(1) Medical institutions;
(2) Medical colleges;
(3) Medical schools.

Medical Institutions.

(a) *Number of institutions.*

—	1919.	1920.	1921.	1922	1923.	1924.	1925.	1926.
Clas I—State Public—General	34	40	40	48	51	51	54	57
Women and Children ..	2	4	4	5	6	5	5	6
Class II—State special (Police, etc.	55	46	34	28	28	27	26	22
Class III—Local Fund—General	493	497	514	523	527	524	709	754
Women and Children ..	19	20	18	19	20	20	20	19
Class IV—Private aided—General	26	25	24	24	24	24	25	25
Women and Children ..	4	4	4	4	4	4	4	4
Class V—Private non-aided—General	35	38	40	41	43	45	45	47
Women and Children ..	15	16	17	18	18	19	19	20
Class VI—Railway	47	47	47	47	47	47	52	52
Total ..	730	737	742	757	768	766	959	1,006

(b) *Number of beds and patients.*

—	1919.				1926.			
	I, III and IV.	II and IV.	V.	Total.	I, III and IV.	II and VI.	V.	Total.
Number of beds for men ..	3,930	513	333	4,776	4,478	205	449	5,132
Number of beds for women ..	3,070	2	782	3,854	3,616	..	948	4,564
Total ..	7,000	515	1,115	8,630	8,094	205	1,397	9,696
In-door patients —Total ..	124,051	9,949	15,985	149,985	159,043	4,087	22,326	185,456
In-door patients —daily average.	5,178	..	..	..	7,078	..	..	..
Out-door patients —Total ..	7,419,516	275,585	361,384	8,056,485	10,059,359	394,499	438,916	10,892,774
Out-door patients —daily average	46,541	..	..	..	72,248	..	..	..
Total number of in- and out-door patients.	7,543,567	285,534	377,369	8,206,470	10,218,402	398,586	461,242	11,078,230

(c) *Receipts and charges (Classes I, III and IV institutions only).*

Receipts.		1919.	1926.
		RS.	RS.
Government contribution.	as salary	6,00,109	18,15,300
	otherwise	12,20,105	15,85,366
Local Fund contribution		13,95,263	13,18,740
Municipal Fund contribution		6,81,168	6,61,087

	1919.	1926.
	RS.	RS.
Interest on investments	55,155	35,744
Subscriptions, European	1,33,010	85,463
Do. Indian	42,505	22,851
Miscellaneous receipts	1,96,498	3,55,396
	4,27,168	4,99,454
Total ..	43,23,813	58,79,947
Charges	43,37,980	58,81,613

MEDICAL COLLEGES.

	1919-20	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926.
1. *Madras.*								
New admissions, M.B., B.S., and Apothecary classes	100	105	105	99	98	96	100	101
Do. Sanitary Inspectors' class, Chemists and Druggists class, etc.	75	120	127	101	122	108	119	129
Total ..	175	225	232	200	220	204	219	230
Total strength ..	523	579	634	610	616	593	622	610
Total number of lady students ..	47	53	63	58	59	57	63	71
Percentage of passes at the University examinations ..	48	51·1	54	53·4	48 2	41·3	46·4	46·3
Number who took the M.B., B S. degree	15	51	38	30	35	42	43	42
	RS.	RS	RS.	RS.	RS.	RS.	RS.	RS.
Receipts	44,674	52,383	52,622	54,190	62,711	64,384	72,729	1,00,780
Charges	2,51,621	3,63,730	4,70,729	3,88,453	4,09,046	3,93,781	3,93,770	4,47,696
2. *Vizagapatam.*								
New admissions ..	..	..	..	..	32	32	30	32
Total strength ..	(College opened only in 1923.)				32	62	85	108
Percentage of passes at the University examinations ..	..	..	..	..	58·6	21·5	33·3	58 9
					RS.	RS.	RS.	RS.
Receipts	..	..	..	..	3,995	10,354	15,169	20,249
Charges	..	..	..	..	60,214	1,28,681	1,72,131	2,35,030

1922 .. Selection Committee appointed for the Madras Medical College.
1923 .. Vizagapatam Medical College opened.
" Admission to the Lady Apothecary Class in the Madras Medical College stopped on the opening of the Women's Medical School.
Bio-chemistry added to the curriculum.
1924 .. Embryology added to the curriculum.
1925 .. Hygiene and Bacteriology departments reorganized.
Professor of Operative Surgery and Lady Tutor appointed.

Medical Schools.

	1919-20.	1920-21.	1921-22.	1922-23.	1923-24.	1924-25.	1925-26.	1926-27.
Schools—								
1. Rayapuram.					1. Rayapuram.			
2. Tanjore.					2. Tanjore.			
3. Vizagapatam.		Same as in 1919-20.			3. Vizagapatam.	Same as in 1923-24.		
4. Calicut.					4. Calicut.			
5. Madura.					5. Madura.			
					6. Women's Medical School, Madras.			
Total strength.	1,091	1,183	1,262	1,336	1,262	1,161	1,065	953
New admissions.	..	324	303	275	220	206	189	116
Number of students who passed out.	128	122	104	168	227	195	179	164
Receipts .. Rs.	35,945	46,582	34,819	54,069	66,715	63,731	65,390	59,863
Charges .. Rs.	3,70,422	3,22,379	4,18,265	3,56,108	3,82,467	3,49,406	3,27,106	3,31,633

1922 .. Third year class in the Calicut School closed as a measure of retrenchment; stipends restricted to women students and students of the depressed classes.
1923 .. New medical school for women opened in Madras.
1924 .. Transfer of the Calicut Medical School to Coimbatore.
1925 .. Admissions restricted to students who have taken up science subjects in the School Final Examination.
1927 .. Vizagapatam Medical School closed temporarily.

Analysis of changes.

1. *Medical Institutions.*—There was an increase in the number of state public institutions due to (1) the Provincialization of district headquarters hospitals and (2) the opening of a number of new medical institutions in the Agency tracts and in the Laccadive Islands. The Government do not maintain minor institutions except in the Agency tracts and in the Laccadive Islands.

There was a decrease in the number of "State special" institutions due mainly to the policy laid down before the Reforms to amalgamate separate police hospitals with the general hospitals where this could be arranged without difficulty.

The number of local fund institutions shows an increase of about 50 per cent, but practically the whole of this is made up of rural dispensaries. These can hardly be called regular dispensaries. They only represent so many subsidized rural medical practitioners who have undertaken to settle down in villages and treat the poor free in consideration of the subsidy and the supply of medicines received by them.

Between 1919 and 1926 the total number of beds has increased from 8,630 to 9,696 or by 12 per cent and the number of patients treated from 8,206,470 to 11,078,230 or by 35 per cent.

Receipts (other than contributions by Government, Local Fund and Municipal Fund) increased from Rs. 4,27,168 to Rs. 4,99,454 (17 per cent) whereas expenditure rose from Rs. 43,37,980 to Rs. 58,81,613 (36 per cent). Practically the whole of this increase has been borne by the Government, by taking over institutions, by paying the salaries of medical officers employed in local fund and municipal hospitals at taluk headquarters, etc.

2. *Medical schools.*—In spite of an increase in the number of schools by one (the Medical School for Women), the number of annual admissions has been gradually decreasing every year. This is said to be due to—

(1) the abolition of stipends,

(2) the less favourable prospects of employment to those who pass out, and

(3) the restriction of admission to students who have taken up science subjects in the School Final Examination.

The Medical School, Vizagapatam, has been temporarily closed from July 1927. It is to be re-established at Guntur in 1929. The Government have also decided to close the school at Madura from the current year in view of the fall in the admissions referred to above.

CHANGES OF POLICY AFTER THE REFORMS.

(1) *Reservation of posts for officers of the Indian Medical Service.*—This question arose directly out of the Reforms, with reference to rule 12 of the Devolution Rules. In reply to a reference from the Government of India on the subject, this Government recommended that, in view of the growing public opinion in favour of encouraging Indian medical men both in the Provincial Medical Service and among private medical practitioners, and the strong unofficial opposition to the policy of subordinating their interests to those of a military organization, the number of posts reserved for the Indian Medical Service should be considerably reduced. Thirteen posts were recommended for removal from the reserved list. This recommendation was accepted by the Secretary of State in the provincial regulations made by him under Devolution Rule 12.

The question again came up in connexion with the Lee Commission's recommendations during 1924 and 1925. This Government have recommended a further large reduction in the number of posts to be reserved for the Indian Medical Service. Orders have been since received reserving 23 posts for the Indian Medical Service.

(2) *Reservation of posts for Military Assistant Surgeons.*—This Government have for a long time been providing employment in the civil department for a number of military assistant surgeons forming part of the war reserve of the Indian Army. A number of important posts had been specifically reserved for them.

In 1923, in consequence of representations made by civil assistant surgeons who waited in deputation upon His Excellency the Governor, the Government decided that there was no need to reserve particular appointments for military assistant surgeons. All appointments were accordingly thrown open to civil and military assistant surgeons alike.

(3) *Appointment of Honorary Surgeons and Physicians.*—This had been tried on a small scale during 1911 to 1914 and had been dropped. In 1923, the question was revived by the Medical and Public Health Retrenchment Committee and on the committee's recommendation the system of appointing honorary surgeons and physicians to the Presidency hospitals was re-introduced as an experimental measure. A committee is now considering the question of the further extension of the system.

(4) *Recruitment of Civil Assistant Surgeons.*—Recruitment was made by open competition until 1918. In that year, recruitment was suspended in order to provide appointments for war service men to whom appointments had been guaranteed. The question of reopening competition was revived in 1926 and the Government have finally adopted a modified form of recruitment. According to this, a special board selects candidates for appointment as house surgeons and physicians with due regard to communal representation. After a year's service these candidates are made to sit for a competitive examination. Half the number of vacancies of civil assistant surgeons are filled according to merit on the results of the examination and the other half by selection with due regard to communal representation.

(5) *Special cadres for special departments.*—In view of the difficulty experienced in obtaining competent men for special teaching appointments in the medical colleges and schools, separate sections of the Madras Medical Service have been formed for the Anatomy and Physiology departments. These posts carry special rates of pay and the holders are debarred from private practice and are required to serve in the special department all their service. The question of extending this principle to all teaching appointments has been raised by the Surgeon-General and is under consideration.

(6) *Replacement of Civil Assistant Surgeons by House Surgeons in the Presidency Hospital.*—This was one of the recommendations made by the Retrenchment Committee in 1923. The proposal gave rise to protests from the public and from the officers of the Madras Medical Service. After consulting the Advisory Committee on Public Health Administration, the Government decided to drop the proposal.

(7) *District cadres of medical men for service under local bodies.*—Several district boards proposed to appoint their own medical officers for local fund medical institutions instead of obtaining the service of officers from Government service. They were within their statutory rights in making this proposal. As, however, the Government cadre had been maintained at its then

existing strength mainly for the purpose of supplying medical men to local boards for employment in their institutions and as any sudden change in the system would cause undue hardship to Government medical officers many of whom would have to be discharged, the Government laid down that local bodies might appoint their own medical officres to not more than 25 per cent of the posts under their jurisdiction.

(8) *Abolition of post-graduate courses of training for medical officers.*—Until 1924, civil assistant surgeons and sub-assistant surgeons were required to undergo post-graduate courses of instruction at prescribed periods of their service in order to enable them to keep themselves efficient and up to date in their knowledge of medical science. In practice it was found that these courses were unpopular both with the officers and with those who conducted the courses. The Government therefore decided to abolish the system and to leave the officers to adopt such means as they thought fit to keep themselves up to date. To ensure that they do so, efficiency bars were introduced in the scale of pay of civil assistant surgeons and sub-assistant surgeons and the Surgeon-General was asked to apply the rules regarding withholding of increments rigidly.

(9) *Extension of medical relief—Dispensary doctor system.*—A survey of the adequacy of medical relief was made during 1920 and 1921 and it was found that a large number of outlying dispensaries did not provide sufficient work for a whole-time medical officer and did not justify their existence as full-time medical institutions. The Government therefore advocate the introduction of what is known as the " Dispensary doctor system " according to which the institutions were closed for two or three days in the week and the medical officers were required to tour, visiting specified villages on specified week days. A few local bodies tried to give effect to this proposal but the scheme did not prove a success.

(10) *Rural medical practitioners.*—The question of extending medical relief in rural areas was again seriously considered in 1924 and it was considered that the best means of doing this was to encourage private medical practitioners to settle down in outlying villages. An annual subsidy of Rs. 400 or Rs. 600 from the Government and a free supply of medicine costing Rs. 360 from the local boards were accordingly sanctioned for each practitioner who agreed to settle down in a selected village and give free treatment to the poor. The scheme has been working satisfactorily for the last three years and has had the further advantage of relieving unemployment among medical practitioners who generally crowded into urban areas. Two hundred and thirty-eight such rural dispensaries have been opened hitherto and provision has been made for the opening of 67 more dispensaries during 1928–29.

(11) *Taluk headquarters institutions—Payment of salaries of medical officers from provincial funds.*—Between 1917 and 1920, the Government took over the management of almost all the district

headquarters hospitals in order to improve them and make them up to date so that they might serve as models for the rest of the district. In order to ensure that there should be at least one efficiently managed medical institution in each taluk, the Government in 1923 undertook to pay the whole of the salaries of the Government medical officers employed in local funds and municipal medical institutions at taluk headquarters. The Government have since decided to develop at least one surgical and medical centre under their control in each revenue division so as to provide facilities for medical and surgical relief in each portion of the district outside the district headquarters. Provision has accordingly been made in the current year's budget for the provincialization of 96 medical institutions during 1928–29.

(12) *Closure of out-patient departments of district headquarters hospitals on Sundays and in the evenings on week days.*—In 1923, the Surgeon-General ordered, as an experimental measure, the closure of the out-patient departments of all district headquarters hospitals on Sundays and in the evenings on week days. This raised strong protests from the public and from the local bodies. The Government considered that, in view of this strong opposition and of the fact that the facilities available for medical relief cannot be said to be entirely adequate, it was inadvisable to close the out-patient department on Sundays and in the evenings on week days and ordered that the old arrangement should be reverted to.

(13) *Indigenous systems of medicine.*—Even in the pre-Reform days there was constant agitation in the Legislative Council for the recognition and encouragement of the indigenous systems of medicine. Resolutions on the subject were carried in the Council in 1920 and in 1921. In the latter year the Government appointed a committee to report on the subject. On the committee's recommendation, the Government decided to open a school of Indian medicine. The school commenced regular work in January 1925. It consists of three sections, Ayurveda, Siddha and Unani, and provides such training as will enable the students to become competent practitioners of Indian systems with a good knowledge of the Western system also. The course of training is for four years and the medium of instruction is the vernacular (Tamil, Telugu or Urdu) but the subjects of Western medicine are at present taught in English.

(14) *Training of dhais.*—Several schemes for improving the work of " dhais " or indigenous midwives by giving them instruction in modern methods of midwifery had been tried in pre-Reform years and pronounced unsuccessful. In connexion with the Bill for the Registration of Nurses and Midwives, which was introduced in the Legislative Council in 1924, there was a demand for the recognition of " dhais ". The Surgeon-General was accordingly asked to draw up a scheme for their training and registration. A scheme was drawn up and circulated to local bodies and met with general acceptance. The Government have approved the scheme and it has been introduced by several local bodies.

(15) *Registration of Nurses and Midwives.*—In order to safeguard the public against the risk of attendance by nurses and midwives possessing no qualifications and also in the interests of qualified nurses and midwives, a Bill was introduced in 1924 and was passed into law in March 1926. The Act provides for the registration of trained dhais also. Rules have been framed under the Act and the Act has been brought into force from February 1928.

(16) *Selection Committees for Medical Colleges.*—In pursuance of a resolution of the Legislative Council, the Government appointed selection committees for the medical colleges and prescribed rules for their guidance. The rules provide that the number of Brahman candidates selected should not exceed one-third of the total number, unless Non-Brahman candidates with minimum qualifications are not forthcoming for the remaining seats.

(17) *Revision of the scale of fees in the medical colleges.*—In 1923, on the recommendation of the Retrenchment Committee, the Government enhanced the scale of fees in the medical colleges from Rs. 120 a year to Rs. 200 a year. On representations being made that the fee was too high, the Government decided to reduce it again to Rs. 170 a year.

(18) *Special diseases.*—The following diseases received particular attention during the years subsequent to the introduction of the Reforms:—

(i) *Eye diseases*—

A special diploma in ophthalmology has been instituted.

(ii) *Leprosy*—

A large settlement for the segregation of lepers has been opened at Tirumani (Chingleput district). Special skin clinics have also been opened in several headquarters hospitals.

(iii) *Hookworm*—

A campaign of treatment and public enlightenment in regard to hookworm has been conducted with the assistance of the International Health Board of New York. The Board has since withdrawn its aid and Government have undertaken the work.

(iv) *Rabies*—

Treatment for rabies has been made available in all district headquarters hospitals as well as in the Pasteur Institute, Coonoor. Hitherto the cost of such treatment was being recovered from the local bodies. The Government have recently decided to bear the whole expenditure from provincial funds.

(v) *Mental diseases*—

There has been a change in the outlook in regard to the treatment of mental diseases. The name "lunatic asylums" has been discarded in favour of "mental hospitals" and these hospitals are now regarded as institutions where scientific treatment can be afforded to mental patients rather than as prisons where lunatics can be interned and restrained. In pursuance of this policy steps are being taken to reorganize the mental hospitals in this Presidency. It is also proposed to make special provision for the treatment of border-line cases as distinguished from cases of definite insanity. An officer is to be deputed to England and America for special training on this subject. On his return steps will be taken to organize psychiatric clinics in connexion with general hospitals.

vi) *Venereal diseases*—

These are now receiving more attention than before. A delegation of the British Social Hygiene Council visited India in the latter part of 1926. The delegation has made various recommendations to check the prevalence of venereal diseases. A local branch of the Social Hygiene Council has been formed and steps have been taken to recruit a specialist to organize anti-venereal measures in the Presidency. A special allotment of half a lakh has also been made in the budget for 1928–29 for the purchase of drugs required for the treatment of venereal diseases.

(19) *Medical Education.*—Two important institutions were opened in 1923—the Medical College at Vizagapatam and the Women's Medical School at Madras.

Changes of Methods of Administration.

(1) *Relations between the Surgeon-General and the Director of Public Health.*—In 1920 the Government directed that the Surgeon-General should be the head of both the Medical and Sanitary departments. Special instructions in regard to the relations between the Surgeon-General and the Director of Public Health were also issued in 1921. According to these orders the Director of Public Health was under the administrative control of the Surgeon-General but had direct access to the Government on technical questions. In 1926 the Director of Public Health protested against this arrangement. In consultation with Major-General Symons and Major-General Hutchinson, the Government revised the above orders. The Director of Public Health is now practically independent of the Surgeon-General in all matters of

public health although the Surgeon-General continues nominally to be the administrative head of all the medical services in the Presidency.

(2) *Provincialization of the office establishments of District Medical Officers.*—Until 1923, District Medical Officers were also the chief sanitary officers of the districts and their office establishments were maintained by district boards. On the constitution of separate district health staffs, the district boards had to maintain separate offices for the District Health Officers and it was considered that there was no justification for asking them to maintain the office establishment of District Medical Officers also. The Government accordingly took over the office establishments of District Medical Officers from district boards from the 1st April, 1923.

(3) The following two proposals for introducing changes in the administration of medical colleges were not approved by the Government:—

(i) Formation of clinical (medical and surgical) units, involving changes in the designation of professorial staff.

(ii) Reduction of the strength of the Madras Medical College Council.

Changes in the Staff.

Strength and personnel.

(i) *Indian Medical Service.*—As already stated the number of posts reserved for the Indian Medical Service has been reduced from 52 to 39 or by 13 posts. The latter have been filled by provincial service officers. As a temporary measure, 3 posts not reserved for the Indian Medical Service are held by Indian Medical Service officers and several district charges reserved for the Indian Medical Service are held by provincial service officers.

(ii) *Provincial Medical Service.*—A number of new posts have been added to the cadre of the provincial service, e.g., 13 posts transferred from the Indian Medical Service, Lecturer on venereal diseases in the Madras Medical College, Professor of Pharmacology in the Madras Medical College, Lecturer on diseases of the ear, nose and throat in the Madras Medical College, Professor of Biochemistry in the Madras Medical College, District Medical Officer, West Godavari, and 12 professorships in the Vizagapatam Medical College. All the above are in the grade of civil surgeons. A similar increase has also taken place in the grade of assistant surgeons, but this has been partly counter-balanced by a reduction in the strength of the leave reserve from 15 to 10 per cent which was ordered in 1923 on the recommendation of the Retrenchment Committee.

Separate sections of the Madras Medical Service have been formed for the Anatomy and Physiology departments.

(iii) *Subordinate Medical Service (Sub-Assistant Surgeon).*—The strength of this service has been continuously decreasing for the past few years. The leave and deputation reserve of the

service was reduced in 1923 from 25 to 10 per cent of the strength ; this has subsequently been raised to 12½ per cent on the recommendation of the Surgeon-General. Local bodies have been allowed to employ their own officers up to a certain limit in the place of Government officers. The total strength of the service has fallen from over 800 in 1923 to 575 in 1927.

Pay.

Indian Medical Service.—The pay of the Indian Medical Service was revised in 1918 and again in 1920. They have also received various concessions from 1924 as a result of the Lee Commission's recommendations.

Provincial Service.—The pay of this service was revised in 1920, both the minimum and the maximum being doubled from Rs. 100 and Rs. 500 to Rs. 200 and Rs. 1,000, respectively. Officers holding special appointments, e.g., as teachers in medical colleges and schools or holding posts in the bacteriological, X-ray and Chemical Examiner's departments or in mental hospitals are given special pay in addition to their grade pay. Officers in the assistant surgeon grade have also been admitted to the benefits of Presidency allowance (Rs. 50 a month).

Sub-assistant surgeons and lady apothecaries.—The pay of these classes of officers also was revised in 1921 along with the general revision of salaries of all establishments.

Recruitment.—The only change in the system of recruitment is in regard to civil assistant surgeons. Formerly recruitment was by open competition. A new system has been adopted from 1927 as already described.

The following changes may be said to be wholly or mainly due to the Reforms:—

(1) Reduction in the number of posts reserved for the Indian Medical Service.

(2) Rural medical relief scheme.

(3) Encouragement of the indigenous systems of medicine.

(4) Training and registration of "dhais."

(5) Selection committees for medical colleges.

(6) Revision of the system of recruitment of civil assistant surgeons.

The other changes appear to be due more or less to natural evolution.

(20) THE PUBLIC HEALTH DEPARTMENT.

The Public Health Department is entirely provincial in character and is in charge of the Minister for Public Health. In its present form, it was organized in 1923. The *Director of Public Health* is the head of the Public Health Department and is the adviser to Government on all matters relating to public health. He is responsible to the Government for the due performance of all duties laid down for the executive and subordinate officers of

the Public Health Department. His jurisdiction extends over the whole Presidency including Madras City. The Director is assisted by three *Assistant Directors of Public Health*, whose duties have been defined on a functional basis. One Assistant Director of Public Health is in charge of fairs and festivals and the epidemiology of infectious diseases, another is in charge of vital statistics and the third in charge of vaccination and small-pox. Other minor sections such as childwelfare and maternity relief, propaganda, etc., are distributed at the discretion of the Director of Public Health. All have their headquarters at Madras.

An advisory body called the Board of Public Health has also been constituted by the Government to discuss matters concerning medical relief, preventive medicine and sanitary schemes. It consists of officials and nominated non-officials.

The public health administration of each district is in charge of a *District Health Officer* whose pay is met entirely by the Government. He is assisted by a staff of 8 to 15 *Health Inspectors*—one for each taluk or part of a large taluk. A total of 287 Health Inspectors is employed. The pay of the entire staff is met from provincial funds. The public health administration of municipalities is in some cases under the control of Municipal Health Officers and in others where a municipality has no Health Officer, the District Health Officer of the district exercises the necessary control. The entire pay of the Municipal Health Officers is met by the Government in the first instance, while one-fourth of their salary together with a proportionate share of the leave salary and pensionary contribution is recovered monthly from the local bodies concerned. Every municipality has a number of sanitary inspectors under whose control and supervision a staff of scavengers and sweepers is employed. The sanitary staff work directly under the control of Municipal Health Officers wherever these exist. Thirty-nine out of the 81 municipalities now employ Health Officers. In view of the increasing work involved under the district health scheme, the District Health staff has still further been strengthened by the employment of 17 additional Health Inspectors and 6 Assistant District Health Officers in the current year. The Health Inspectors will be distributed among taluks which are at present too heavy for one man to manage.

Besides the above staff, a special bureau of malariology has been opened since the middle of the year 1927 and a Malariologist and an assistant have been appointed to investigate the conditions of malaria in selected areas. A good deal of investigation work has been conducted during the year. A special publicity bureau has been opened in the office of the Director of Public Health and it has been working successfully since April 1927.

The Public Health Department has at present purely advisory functions as under the Local Self-Government Acts the public health administration of the Presidency is almost entirely vested in the heads of local bodies. These Acts give a very free hand to local bodies in dealing with questions of health. The local

bodies are primarily responsible for the improvement of the sanitary condition of the areas under their control.

Section 349 of the City Municipal Act deals with the powers of the Corporation to make by-laws. Similar powers are granted to municipal councils under section 306 of the District Municipalities Act. The by-laws should be approved and confirmed by the Government before they are enforced by local bodies. A set of model by-laws relating to sanitation, etc., have been drawn up under the above Acts for guidance and adoption by local bodies. A few local bodies have adopted them with the approval of the Government.

The cost of the activities of the Public Health Department in 1926–27 was Rs. 31 lakhs.

Most of the time and energies of the district health service have been devoted to the control of epidemics, e.g., cholera, plague, smallpox and relapsing fever. During the epidemic wave of 1918 over 120,000 persons perished from cholera. The number of deaths from cholera in 1926 was 24,407. Smallpox claimed 58,752 victims in 1918 as against 10,957 deaths in 1926. Mortality from plague was 2,143 in 1926 against 12,859 in 1918. During the years 1922 and 1923 an epidemic of relapsing fever broke out in the Presidency which threatened to decimate the village population of several districts. So successfully was the preventive campaign carried through that by the end of 1923 the infection is reported to have entirely disappeared and the few minor outbreaks which have since occurred are reported to have been speedily stamped out. About 98 per cent of the mortality from fevers is reported to be due to malaria.

The progress of vaccination has been very marked owing to the better system of supervisory control and the great improvement effected by the King Institute in the manufacture of vaccine lymph. The success rate which was so low as 77·9 per cent in 1918 has risen to nearly 95 per cent. If similar work is done during the next ten years it is anticipated that smallpox epidemics will cease to be a danger to the people of this Presidency.

It is universally recognized that the basis of all public health activities rests on accurate registration of vital statistics. The new district health staff has been constantly urged to effect improvement in the registration of births and deaths. The average registered birth-rate has increased by 7·9 per mille in the last five years and the vital statistics of this Province are now much more reliable than they have ever been.

In 1918, the rate of infant mortality was 230·2 per mille. In 1927, it was 175·4 per mille. Since the inauguration of the district health scheme in 1923, the education of the public in health matters has received ever increasing attention. Health propaganda work is one of the routine duties of the health staff and is regularly conducted in the villages visited by them. A perusal of the annual reports submitted by the health officers and those dealing with the National Health and Baby Week celebrations show that health

propaganda measures are now being vigorously carried out all over the Presidency. During the year 1924, 33,846 lectures were delivered in 27,346 centres to audiences numbering approximately 1,354,000. In the following year 52,100 lectures were delivered in 36,800 centres the total audiences numbering approximately 2,900,000. During the year 1926, 70,300 lectures were delivered in 44,260 centres to audiences numbering approximately 3,800,000. A Health Week is organized annually during the "Pongal" holidays with the object of focussing public attention on the importance of hygiene by means of an intensive propaganda campaign conducted simultaneously throughout the Presidency. It has been celebrated on an increasingly extensive scale and with increasing success from year to year and it has given tremendous impetus to local efforts in the field of public health. In 1918 there were 27 municipalites with protected water-supply. Two schemes were under execution. In 1926, 30 municipalities had such supply and 13 schemes were under execution.

As a result of the introduction of the new Government of India Act, 1919, sanitation and public health became a transferred subject under the control of the Minister in charge of the Local Self-Government Department. In the beginning of 1923 there were 6 sanctioned appointments of Assistant Directors of Public Health, one of which had been vacant since 1921. Three Assistant Directors were in charge of the three ranges into which the Presidency was divided, viz., northern, central and southern with headquarters at Waltair, Madras and Coimbatore, respectively. Two Assistant Directors were in charge of vital statistics and fairs and festivals respectively. With the introduction of the complete district health scheme the major portion of the routine public health administration of the districts was transferred to the district health staff. It was therefore considered unnecessary to retain the territorial jurisdiction for Assistant Directors. The Medical and Public Health Retrenchment Committee at the same time recommended the abolition of three posts of Assistant Directors of Public Health. With effect from 1st October 1923 therefore the three remaining Assistant Directors of Public Health were given functional duties and had their headquarters in Madras.

The Director of Public Health is under the administrative control of the Surgeon-General who is the administrative head of all the medical services in the Presidency. Proposals relating to general policy and administration or personal in which the Medical Department is likely to be concerned are forwarded to the Government through the Surgeon-General. In such cases the Surgeon-General will forward the Director's notes and views in original with such remarks as he may have to offer. In all other matters, the Director of Public Health communicates directly with Government.

The year 1922 marked an important epoch in the public health administration of the Presidency. The preventive staff employed for public health purposes had been found inadequate and unsatisfactory. For the control of cholera epidemics in rural areas,

Government had hitherto maintained 8 cholera parties ; and to supervise the work of vaccinators 103 Deputy Inspectors of Vaccination were employed. In districts exposed to plague infection, Collectors engaged a staff of plague inspectors at the expense partly of provincial and partly of local funds. All local boards maintained a staff of vaccinators and several of them employed a number of sanitary inspectors for general sanitation work.

The cholera parties, each of which consisted of an Assistant Surgeon and ten sanitary inspectors, had their headquarters in Madras and were sent out to the districts on the requisition of presidents of district boards. Owing to the delay on the part of the officers responsible for the registration of vital statistics in making prompt reports of outbreaks of cholera and the time required for the transfer of a party from one district to another, the preventive staff almost invariably arrived at the seat of an epidemic only after it had become widespread. Little real preventive work was possible under the circumstances and the amount spent on travelling allowance was very large.

Under the system then in force, very little effective control could be maintained over the work of the Deputy Inspectors of Vaccination. The ranges under the jurisdiction of Assistant Directors of Public Health were unwieldy and a very considerable portion of their time was spent in the routine inspection of municipalities. The wastage involved in the maintenance of a separate trained staff for dealing with each epidemic disease was enormous. Moreover, this wastage was shown to be to a large extent avoidable, for the periods of maximum incidence of the chief epidemic diseases were seldom simultaneous. In addition, there was no authority in the district to co-ordinate the work of the various sanitary staffs employed. The Collector was responsible for plague, the cholera parties were controlled by the Director of Public Health, while vaccination was under the management of local bodies. The District Medical and Sanitary Officer was the recognized sanitary adviser for local bodies, but his time was so fully occupied with headquarters hospital work that it was impossible for him adequately to supervise or co-ordinate sanitary work in the district. Nor could he in the absence of any statutory powers exercise any effective control over the staff maintained by local bodies.

In order to rectify the above defects in the machinery of administration the following changes were effected. The Government in their Order No. 817, P.H., dated 13th June 1922, directed the amalgamation of the services of Deputy Inspectors of Vaccination and sanitary inspectors belonging to cholera parties. Subsequently, they disbanded three of the cholera parties and, as a tentative measure, distributed the sanitary inspectors among five selected districts, each of which was provided with a trained Health Officer and a staff consisting partly of Deputy Inspectors of Vaccination and partly of sanitary inspectors from the cholera

parties. The results of the experiment were most encouraging. In view of the success of the experiment the Government with effect from 1st April 1923 abolished the remaining cholera parties and sanctioned the employment of a health staff in each district which would deal with all epidemic diseases and would be responsible for public health work in general. The work of the District Health Officer and the health staff has been defined and detailed instructions in the form of memoranda prepared by the Director of Public Health have been issued on different branches of public health administration for the guidance both of local bodies and of the district health staff. During 1927, the Director of Public Health has issued a Public Health Code, in five parts, dealing with every branch of public health administration.

In order to furnish an efficient agency to advise or impel local bodies in the matter of everyday sanitation, all district boards are required to employ a Health Officer in each district if so directed by the Government. Every district board has now a Health Officer. Similarly every municipal council which has realized an income of one hundred thousand rupees from its ordinary receipts during three consecutive years is also required, if insisted on by the Government, to appoint a Health Officer. Under the Local Self-Government Acts, the power of appointing the Health Officers vests with the council or the President of the district board concerned. In 1915 the Government sanctioned a scheme for the employment of Health Officers in ten municipal towns in the Presidency. The chairmen, municipal councils, were given the option of nominating, with the approval of the Government, officers for these posts from a list of qualified persons maintained by the Sanitary Commissioner (now known as the Director of Public Health). The few Health Officers who were then employed in municipalities were purely municipal servants with little prospect of promotion to higher appointments and the scheme proved so unpopular that the majority of the sanctioned appointments remained vacant for long periods. To remedy this state of things, the Local and Municipal Conference recommended in July 1920 that a regular provincial service of Health Officers should be constituted, individual officers being lent to local bodies as required in the same way as civil assistant surgeons and sub-assistant surgeons are lent at present. This recommendation was endorsed by the Financial Relations Committee and by the Public Health Board, Madras. The Government have accordingly accepted the proposal for the formation of a regular service of Provincial Health Officers. Under this scheme, the Government maintain a cadre of Health Officers who are posted to or are withdrawn from duty under local bodies and are granted leave according to administrative convenience. The appointment, etc., of First-class Health Officers who are of gazetted rank, is made by the Government while appointments of second-class Health Officers are made by the Director of Public Health. Most of the local bodies have accepted the provincialization scheme.

The Government of India urged as early as 1897 the need for the establishment of a proper machinery for carrying on local sanitary work and the appointment of a trained staff to improve the sanitary conditions in rural areas. In this connexion the then Sanitary Commissioner for Madras Lt.-Colonel W. G. King suggested the reorganization of the Sanitary Department on certain lines in which he recommended the appointment of a rural sanitary staff under the direct control of a District Health Officer. The Government were then unable to give effect to any such broad scheme of reorganization for financial and other reasons. It would appear that the Government of India since then repeatedly urged this Government to initiate some system of public health administration. In the resolution on Indian Sanitary policy communicated to this Government in 1914, the Government of India pointed out that one of the most urgent and hopeful measures for promoting rural sanitation was the appointment of well-qualified and whole-time District Health Officers to control and organize all sanitary arrangements and experiments in the district. The Conference of Sanitary Commissioners held in Delhi in January 1918 also commented very strongly on the absence of any special organization for rural sanitation in India and recommended that each district should have a complete self-contained public health staff working under the district boards. They considered that for every million inhabitants there should be a Health Officer, two Deputy Health Officers, four Sub-Deputy Health Officers and 50 health inspectors, and indicated in some detail the work which should be assigned to the health staff. The proposal to organize district health staffs was strongly supported by all the four Local and Municipal Conferences held in the course of the year 1920–21. It was also supported by the Board of Public Health in 1922. The Government were not in a position to carry out any of the recommendations partly owing to the financial circumstances set up by the war, but mainly owing to lack of qualified Health Officers. A beginning was however made in the year 1923. The expenditure involved on account of the scheme was met by diverting a sum of Rs. 1·75 lakhs from the grant of Rs. 14 lakhs given to local bodies in aid of general resources. In this connexion the Finance department pointed out that they could hold no hope of further subventions from general revenues in aid of services of the local bodies. The then Minister for Local Self-Government put up a strong plea in favour of making adequate provision for a health staff for service in rural areas. It would therefore appear that the initiative in establishing a self-contained public health staff came from the Government of India but its actual accomplishment had to wait till after the introduction of the Reforms.

The support of the public in public health work has been mainly sought for in health propaganda work. Considerable interest appears to have been shown by the people in such activities. During the year 1926 over a lakh of rupees was collected by voluntary subscription in connexion with the Health and

Baby Week celebrations. Associations have been formed to promote health propaganda work. From the review of the Health Week celebrations for the year 1926 it is observed that almost every town and village was thoroughly cleaned in preparation for the celebrations.

In 1924 the Kistna District Board passed a resolution to the effect that the Health department should preach against the drinking of liquor. The question arose whether the Government might permit officers of the Public Health department to deliver lectures on the evils of intoxicants like alcohol, etc. The Government decided that they could not. The order issued accordingly had however to be cancelled subsequently as a result of the pressure brought upon the Minister for Public Health at a debate of the Legislative Council in connexion with a budget motion during the year 1927.

Growth of Education in the Madras Presidency since 1920

GROWTH OF EDUCATION IN THE MADRAS PRESIDENCY SINCE 1920.

1.—Education in General.

(1) *Legislative Council and education.*

Keen interest was evinced by the members of the Legislative Council in matters educational as evidenced by the number of interpellations and resolutions on the subject. The following are the important resolutions that were moved and the discussions that took place in the Council between 1921 and 1927:—

(1) At the meeting of the Legislative Council held in February 1921, a resolution was moved by Mr. T. Sivasankaram Pillai, "That this Council recommends to Government that steps may be taken for the enhancement of subsidies to the local bodies towards expansion of elementary education so as to enable the said bodies to raise the salaries of the trained elementary school teachers of the higher and the lower grades to Rs. 35 and Rs. 30, respectively, with effect from 1st April 1921, refusing, if necessary, the allotment under furniture and school buildings to elementary schools". After a discussion in which the Director of Public Instruction and the Hon'ble Mr. Subbarayulu Reddiyar explained that the cost involved in the proposal amounted to nearly Rs. $1\frac{3}{4}$ crores and that the proper thing was to wait for the budget discussion and for the report of the Salaries Committee, the motion was, by leave, withdrawn.

(2) At the same meeting Khan Bahadur Muhammad Oosman Sahib Bahadur moved, "That this Council recommends to the Government to take early steps for enabling Muhammadan pupils and students to study in all private aided schools and in all colleges on half-fees as is the case in all Government schools, the Government undertaking to make good the loss which the management in the case of private aided schools and colleges would sustain on account of this concession". After the resolution had been amended so that "backward classes" was substituted for "Muhammadan students and pupils" and "educational institutions other than elementary schools" substituted for "schools", the resolution was accepted by Government and put to the vote and carried.

(3) A resolution to the effect that candidates for the S.S.L.C. examination belonging to the Adi-Dravida and other depressed classes be exempted from the payment of examination fees was moved in 1922 but withdrawn on the assurance of the Government that the matter would be looked into. The question has been considered by Government and effect given to the resolution.

(4) In the same year a resolution was brought forward that for the next five years not less than 50 per cent of the scholarships awarded by Government in educational and industrial institutions under their control be reserved for and given to the members of the Hindu Adi-Dravida and other depressed communities. After the Minister for Education had explained that the policy of Government in the award of these scholarships was to give preference to the depressed classes, the motion was, by leave, withdrawn.

(5) Another resolution proposed that 50 per cent of seats allotted at the different Government and aided colleges be reserved for non-Brahman Hindus, Muhammadans and Christians. After discussion, the resolution was withdrawn, the Government having undertaken to appoint selection committees for each of the Government colleges. In accordance with this undertaking, selection committees have been appointed for each of the Government colleges.

(6) At the meeting held on the 26th February 1923, Rao Bahadur M. C. Raja moved, " That in view of the poverty of the Adi-Dravidas and other depressed classes, aggravated by the increase of prices and the increased cost of living, this Council recommends to Government that the value of the scholarship given by them at present to pupils in primary and secondary schools and students in colleges belonging to the above classes be doubled ". Mr. A. Ranganatha Mudaliyar moved an amendment " for the word ' depressed ' substitute the word ' backward ' and for the word ' doubled ' in the last line substitute the words ' suitably increased ' ". The amendment was accepted and the amended motion put and declared lost. A poll was demanded and resulted in sixteen votes being given both for and against the motion. The Hon'ble the President gave his casting vote against the motion and the motion was declared lost.

(7) In connexion with a demand for a supplementary grant of Rs. 1·6 lakhs for expansion of elementary education moved in October 1924, there was a full debate on the general question of the expansion of elementary education.

(8) In a similar debate in connexion with a supplementary grant for the University in December 1924 there arose a debate on the working of the University of Madras under the new Act.

(9) In the general budget debate held in March 1925, industrial education, expansion of elementary education, pay of teachers and the particular problems relating to Muhammadan education and that of the depressed classes were some of the important topics dwelt on by the speakers.

(10) In the course of a budget motion in March 1926, Mr. Ghouse Mian Sahib Bahadur proposed the establishment of a Tamil University and requested the Government to appoint a

committee to examine the subject. The Minister promised to consider the proposal and subsequently a committee was appointed for the purpose.

2. Two important Bills were introduced by Government and passed during the period under review:—

(1) a Bill to amend the Madras University Act, and

(2) a Bill to establish a separate Andhra University for the Telugu areas in the Madras Presidency.

A private Bill to amend the Madras Elementary Education Act was brought forward by Mr. T. M. Narasimhacharlu in November 1922. The Minister opposed its introduction for the reason that the Government themselves were contemplating the introduction of an amending Bill and the motion for leave to introduce the private Bill was lost.

3. Most of the questions asked at the Council called for detailed statistical information. Those relating to the following subjects deserve special mention:—

(1) list of schools and colleges in which religious instruction was imparted to students,

(2) list of local bodies which had introduced or had proposed to introduce free and compulsory elementary education and levy the education cess,

(3) proposals for the amendment of the Madras Elementary Education Act,

(4) adoption of conscience clause in the Grant-in-aid Code,

(5) free admission of depressed classes into schools managed by local boards,

(6) reorganization of the Law College,

(7) higher education of Muhammadans, provision for Urdu and special arrangements for Mappilla education,

(8) provincialization and standardization of salaries,

(9) medium of instruction in high school classes,

(10) revision of Madras Educational Rules and the Grant-in-Aid Code,

(11) fee concessions to pupils in schools and colleges for girls,

(12) special schools for Muhammadans, and

(13) education of Adi-Dravida pupils.

(2) *Conferences and committees.*

In accordance with the resolutions moved at certain meetings of the Legislative Council held in 1921, two committees were appointed—one to consider in the light of the recommendations of the University of Madras the applicability of the report of the Calcutta University Committee to South India, and the other to consider the reorganization of the School of Arts, Madras. A

third committee considered the proposal for the establishment of a separate Andhra University and another drew up new designs for elementary schools and for educational institutions. In April 1922, the Government appointed a committee of officials and non-officials to submit a comprehensive scheme of organized system of industrial and technical education. In 1925, a committee was appointed to enquire into the working of the Law College. Conferences were convened in 1923 of some representatives of the agencies engaged in education in the Presidency to discuss matters affecting the expansion and the improvement of elementary education. Another conference was summoned in 1926 to consider the general question of the reorganization of secondary education. During the period under review, orders were passed on the committee appointed in 1920 to draw up a scheme of music for Indian schools.

(3) *Reorganization of the inspecting agency.*

The policy of giving each district an officer of the status of the Inspector of Schools who would have time and authority to control education both in the elementary and secondary schools and also to supervise the work of the training schools which was first inaugurated in 1919 was given full effect to in 1922. Under this reorganization, the Circle Inspectors and Assistant Inspectors of districts were replaced by District Educational Officers and Sub-Assistant Inspectors of Schools and Supervisors by Deputy Inspectors. Further strengthening of the subordinate inspecting agency having been found necessary in order to cope with the expansion of education in recent years, a new grade of junior Deputy Inspectors was sanctioned in 1926 and the number of officers under this grade is to be added to.

(4) *Elementary education.*

The Madras Elementary Education Act which was passed in 1920 with a view to facilitate the spread of universal elementary education has been in operation since 1921. In 1924, a special survey was undertaken in all taluks of the Presidency with a view to the preparation of a statistical record of population centres, school-less centres, the number of children of school-going age and the number actually in schools, and as a result thereof, the Government have, since 1924–25, been sanctioning large subventions towards the opening of schools in all school-less centres with a population of 500 and above. As a result of the experience gained in the working of the Act, it was found that the Act was defective in certain respects and did not serve to carry out the main purpose of the Act effectively. Further, full advantage has not been taken of the provisions of the Act in regard to the levy of the education cess and the introduction of compulsion. The question of amending the Act to remedy the above defects is separately under consideration.

(5) *Introduction of instruction in vernaculars in secondary schools.*

Under the Secondary School-leaving Certificate scheme, it is left to the option of a pupil to answer questions in non-language subjects either in English or in the vernacular. Although this option was in existence for some years, no student took advantage of it. In 1925 the Government decided to accept the following resolution passed by the Education Reorganization Committee presided over by Sir R. Venkataratnam Nayudu:—

"That while instruction and examination through the medium of the vernacular in Forms IV to VI should be the ultimate ideal, liberty be given to managers of schools to choose either English or the vernacular as the medium of instruction and examination subject to the recommendation that approximately one-half of the time devoted to instruction should be given to teaching through English and the other half through the vernacular and that the examination papers of the secondary school public examination in other than language subjects be set in English and certain specified vernacular languages."

In accordance with this decision, the Director of Public Instruction has issued a circular informing managers of schools that they are at liberty to choose either English or a vernacular as the medium of instruction in Forms IV, V and VI of a secondary school. The circular recommends that approximately half the time devoted to instruction including the period devoted to the teaching of English should be given to teaching through English and the other half through the vernacular.

The Secondary Education Conference convened in 1925 under the chairmanship of the Director of Public Instruction has also made a recommendation similar to that of Sir Venkataratnam Nayudu's Committee referred to above. Two members of this conference have in their minutes of dissent urged the necessity for introducing compulsion in this matter. They have suggested that the mother tongue should be the medium of instruction in at least some of the non-language subjects and that this should be introduced after a specified period, say, two or three years, so that schools may have time to adjust themselves to the new arrangement. This question is still under consideration.

(6) *Special schools.*

Since the passing of the Madras Elementary Education Act, 1920, there has been a large demand for trained teachers for schools, particularly elementary schools. Endeavours have been made not merely to increase the output of trained teachers but also to improve the quality of the teachers by insisting on higher qualifications from the candidates admitted for training and by concentrating on the supply of higher elementary trained teachers as distinct from lower elementary teachers.

The opening at Chidambaram in 1924 of a training institution for Sanskrit and Tamil pandits marked a definite advance in the progress made towards the creation of a supply of language teachers trained in modern methods of teaching. The institution is under private management, but receives grant from provincial funds.

Another noteworthy advance under this head is the opening of a Government school of commerce at Vizagapatam in July 1925.

(7) *District Secondary Education Boards.*

Shortly after the introduction of Reforms, the Government in the Ministry of Education felt the necessity for bringing into existence an organization which would exercise in respect of secondary education the general function of co-ordination and advice which were exercised in a greater or less degree in the case of collegiate education by the University and of elementary education by the District Educational Councils. In January 1923, the Government issued instructions for the establishment of District Secondary Education Boards for every district in the Presidency excluding the Nilgiris and the Agency tracts. Each board consisted of eight to twelve members. The President of the District Board was a member of the District Secondary Education Board ex-officio. The latter consisted, in addition of representatives elected by local bodies maintaining secondary schools, representatives elected by the managements and staffs of schools under private managements and of nominated members. The functions of the board were advisory and it was directed that their opinions should be sought on questions concerning secondary education including grant-in-aid, recognition of schools, manual training, medical inspection, etc. The boards came into existence about the end of 1923. Though in the ordinary course they should have been reconstituted after the expiry of three years, that is, about the end of 1926, the Government have extended the term of office of the old members up to the 1st November 1928 in view of the fact that certain proposals for altering the constitution and functions were under consideration. These alterations were considered necessary mainly for the reason that the boards as originally constituted have not proved as useful in forwarding the development of secondary education as was anticipated. Orders in regard to the reconstitution of the boards have been issued in February last. The main changes effected in the constitution are—

(1) that the President is no longer an ex-officio member,

(2) that separate electorates are not retained for Christian mission and non-mission secondary schools,

(3) that the headmasters of secondary schools are formed into a separate electorate,

(4) that the staff of schools under local bodies is also allowed representation on the boards in common with the staffs of schools under private management,

(5) that the members to be nominated by Government are confined to women, Muhammadans and representatives of the depressed classes.

Though the boards are to continue to be advisory, minor alterations have been made in the list of matters on which their advice should be sought.

(8) *Manual training and practical instruction.*

Though the importance of providing manual training in schools had been recognized long before the Reforms and a manual training class for the training of teachers had been in existence in the Teachers' College, Saidapet, not much progress was made in this direction before the year 1922–23. A great advance in the provision of manual training has been made in the quinquennium 1922–23 to 1927–28. The aim of this training is to develop accurate observation and the power of concentration in pupils and to create an interest in manual work in arts and crafts among the rising generation during their most receptive period. Subjects taught include wood-work, weaving, book-binding, metal work, engraving, gardening, etc. Manual training classes have been opened in secondary as well as higher elementary schools. Provision is also made for giving manual training in almost all training schools so that the teachers undergoing training may, in their turn, impart instruction in the subject to the pupils in the schools in which they may be employed after training. In 1927, there were 194 manual training classes in schools with an attendance of over 22,000, nearly one-third of the total being teachers under training.

The Secondary Education Conference convened in 1924 has recommended that manual training of some form or other should be a compulsory subject in all middle and high schools and that in addition there should be provision for definite vocational training in certain trades and industries as an optional subject in high schools. The recommendation of the Conference is under consideration.

(9) *European education.*

Since the year 1920–21, several changes have taken place in matters relating to the education of Europeans and Anglo-Indians. The curricula and syllabuses for all classes have undergone revision with a view to improving the high school standard in relation to University studies and the widening of the courses with regard to commercial subjects. In January 1925, a conference was held to consider questions connected with the education of European and Anglo-Indian children in the Presidency. The resolutions of the conference have been considered by the Government and action taken thereon wherever necessary.

In 1926, a new Code of Regulations for European schools was issued with the object of bringing the Code as far as possible into line with the Madras Educational Rules and Grant-in-Aid Code.

Though there has been no material change in the proportion of grants awarded for the maintenance of schools and for building and equipment for them the rate of boarding grants for European and Anglo-Indian orphanages has been raised in the period under review, the actual increase being from Rs. 8 to Rs. 12 in the case of orphans and destitute children in the mufassal and from Rs. 10 to Rs. 15 in the Madras City.

The other noteworthy features under this head are the placing of the Lawrence Memorial School (now called the Lawrence Memorial Royal Military School, Lovedale) under a Board of Trustees, the opening of a training school for women-teachers of the domiciled community at Lovedale, the institution of a European School-leaving Certificate scheme and the increase of the permissible proportion of Indian pupils in European schools from 15 to $33\frac{1}{3}$ per cent.

(10) *Education of Muhammadans.*

There has been marked advance under Muhammadan education. There has been a very satisfactory increase in the number of Muhammadans reading in arts and professional colleges, and the provision for the higher education of Muhammadans has been improved by the opening of Intermediate Science classes in the Government Muhammadan College, Madras, and by the building of new laboratories and class rooms for the Madrasa-i-Azam. Considerable progress has been made with the spread of education among the Mappillas and the appointment in 1925 of a Special Assistant to the District Educational Officer, Malabar, has facilitated the spread of Mappilla education.

(11) *Provident Fund.*

A scheme of provident fund for teachers had been under correspondence between the Government of India and the local Government since 1906. Eventually a scheme was approved by the Government and a draft of the rules relating to the fund was published for general information and criticism in September 1921. The criticisms and suggestions were received and considered and the final scheme was published in January 1923, and it took effect from 1st April 1923. The scheme is compulsory for all certificated teachers, pandits, munshis, instructors, librarians and clerks employed in educational institutions under private management recognized under the Madras Educational Rules or under the Elementary Education Act. Teachers whose pay is below Rs. 20 are given the option of joining the fund.

The subscription recovered from teachers, etc., is $6\frac{1}{4}$ per cent of their pay. The Government and the management are required to contribute to the fund. The management is required to contribute a sum equal to half the contribution of the subscriber. The Government contribution takes the form of a single lump payment at the time the subscriber retires or for other accepted reasons withdraws his deposit and is equivalent to one-third of the amount standing at his credit.

2. Recoveries on account of provident fund are deposited in the post office savings bank. As the interest derivable from such investments is only 3 per cent, there was a loud cry from the teachers for allowing them a higher rate of interest. As it was difficult to find a reliable agency which would manage the fund and give a higher rate of interest, the Government of India were approached for permission to invest these funds in post office cash certificates at the option of the subscribers. The Government of India agreed in 1924 to the arrangement and the subscribers are now given facilities for investing their provident fund accumulations in post office cash certificates, the interest from which amounts to about $4\frac{5}{8}$ per cent.

(12) *Religious instruction.*

In 1921, the Government of India removed the embargo till then placed on the introduction of religious instruction in publicly managed schools. That Government stated that there would be no objection to the withdrawal of the objections which existed in publicly managed schools and colleges to the utilization of the school premises for religious teaching or simple prayers, the utilization of teachers of the institution for such instruction where they voluntarily undertook the work, to making religious teaching or observance compulsory for the boys whose parents or guardians expressed a wish that this should be done and to devoting time to religious teaching or observance outside the prescribed curriculum period at the beginning or the end of school day. After consulting local authorities and private associations, the local Government issued orders in 1922 permitting the imparting of religious instruction in schools under public management provided that public funds were not utilized for meeting the cost and that such instruction was given either at the beginning or at the end of the morning or afternoon session of the schools.

(13) *Changes in the Grant-in-Aid Code.*

In 1923 the Government, in response to a demand made in the local Legislative Council, decided to award grants to Indian orphanages on the lines of those awarded to European orphanages. Rules have been framed for regulating the award of these grants and these have been incorporated in the Grant-in-Aid Code. Though these rules follow generally the similar rules in the Code of Regulations for European schools, no definite rate of grant has been prescribed for children in Indian orphanages, and the total amount provided in the budget estimate of each year is left to be divided *pro rata* among all the eligible children.

The rules governing the grants payable towards the medical inspection of pupils have also been incorporated in the Grant-in-Aid Code.

(14) *Boy scouts.*

There has been a large increase in the number of scout troops and in the number of scouts. Between 1921–22 and 1925–26 the number of officers, scouts, rovers and cubs increased from 4,202 to 7,893 and by the end of the quinquennium the figure was approximately 9,000. In spite of this increase, however, several District Educational Officers report that scouting is either on the decline in schools or has not progressed. The figures of the Provincial Boy Scouts Association include many troops not attached to schools and it is unfortunately true that in a number of districts a very small percentage of the schools have troops. In the Guntur district, for example, in which there are 25 secondary schools only two schools have scout troops. Even in the schools in which there are troops, in many cases, the troops consist of a very small number of pupils. In Malabar, for example, where there are 51 secondary schools, there are only 25 troops with an average enrolment of only 16. Such small troops do little to spread the scout spirit and in some cases only succeed in drawing boys away from organized field games.

Since 1925 Government have raised their annual grant to the Association to Rs. 10,000, and in consequence of this the association has been able to appoint two full-time provincial organizing secretaries. These secretaries have been supplied with free passes by the railway companies and have toured widely throughout the Presidency. Special features of the period under review have been the starting of sea scout troops at Madras and Calicut, of criminal tribe troops in Madura, South Arcot and Tanjore, of a troop in the Senior Certified School at Chingleput and of a troop for leper boys in the Lady Willingdon Leper Settlement at Chingleput.

Between 1922 and 1926, 21 training camps for scout-masters were held and 498 persons were trained.

In 1925, the Lady Wenlock Park building was leased by Government free of rent to be used by the Boy Scouts Association as its headquarters.

Girl guides.

The girl guide movement has developed rapidly during the quinquennium. In 1922, there were 47 girl guide companies, 18 bluebird flocks and 3 ranger companies. In 1927, there were 84 guide companies, 44 bluebird flocks and 9 ranger companies. The City of Madras alone now has 27 guide companies and the centres in the mufassal, where there are guide companies, have increased from 12 to 30. Figures showing the total increase in strength are, however, somewhat misleading since in 1924 the Bangalore district, which used to be under Madras, became a separate area directly under Indian headquarters. The work of training guides has, since 1926, been greatly facilitated by an annual grant from Government of Rs. 3,000.

(15) *Fee concessions.*

1. *Elementary schools.*—A schedule of fees leviable in elementary schools under public management, i.e., those under Government and local bodies, is given in rule 73 (i) of the Madras Educational Rules. The rule provides that fees at half the rates may be levied from Muhammadan boys and that pupils belonging to the depressed and backward classes may be admitted without payment of fees.

The levy of fees in schools under private management is left to the discretion of managers.

2. *Secondary schools, colleges, etc.*—The standard rates of fees are laid down in rule 89 of the Madras Educational Rules. While these have to be strictly adhered to in institutions under public management, managers of aided institutions have been given discretion to levy higher fees.

Rule 92 of the Madras Educational Rules provides that Muhammadans and Oriya pupils, girls and pupils of backward communities need pay only one-half of the fees ordinarily levied in institutions in case the parents or guardians of the pupils are so poor that the grant of this concession is necessary. In cases of doubt a certificate of poverty from one or other of the prescribed authorities has to be furnished before the fee concession is given.

Under rule 32 of the Grant-in-Aid Code, the entire fee income foregone by the admission of pupils at half the rates of fees is made good to managers when the teaching grant is assessed.

3. Between the years 1921 and 1924 the half-fee concession was not being granted to converts to Christianity from backward classes. In 1924, the question of extending the concession to converts was examined. The Advisory Committee on Education to whom the subject was referred passed the following resolutions:—

(1) Converts to Christianity from among depressed classes should continue to get the concession that would have been allowed to them but for their conversion.

(2) In the case of converts from "backward classes" the "poverty" test should be enforced.

The list of backward classes was split up into two groups, (i) depressed classes, and (ii) classes other than depressed, and a Government Order was issued to the effect that converts to Christianity from among the depressed classes shall not forfeit their eligibility to the half-fee concession, because of their conversion to Christianity. It was subsequently ruled that the concession was applicable to Indian pupils who belonged to any of the depressed classes. Representations were received that the concession should be extended to converts from classes other than those recognized as depressed. It was pointed out in the course of the discussions that conversion to Christianity did not, *in the case of depressed classes*, imply any improvement in economic conditions or mode of living, while in the case of other *castes classed as backward*, conversion usually meant a rise in their economic and social status.

It was also pointed out that any extension of the concession to converts from backward classes in general was difficult as it would not be easy for inspecting officers to investigate whether a Christian pupil was of backward origin and as the list of backward classes was being added to from time to time. The Christian community, as a whole, is educationally well advanced and, barring converts from depressed classes, it will be very difficult to distinguish between one member of the community and another. Government have ordered that pupils in receipt of half-fee concessions or scholarships should not be deprived of them because of the conversion.

(16) *General statistics.*

The following statement compares the total number of public institutions for each grade of education and their strength at the end of each quinquennium since 1911–12.

	1911-12.		1916-17.		1921-22.		1926-27.	
	Number.	Strength.	Number.	Strength.	Number.	Strength.	Number.	Strength.
For males.								
Arts colleges.	30	4,924	38	7,759	47	8,130	60	12,200
Professional colleges.	3	862	7	1,655	9	2,015	10	2,177
High schools and middle schools.	375	102,886	377	139,796	510	154,985	554	167,060
Primary schools.	24,044	940,689	28,881	1,232,182	33,635	1,372,661	46,389	1,986,645
Special schools.	135	6,405	222	19,937	291	15,520	349	21,797
Total ..	24,587	1,055,766	29,525	1,392,329	34,492	1,553,311	47,362	2,189,879
For females.								
Arts colleges.	2	15	3	151	4	335	5	416
Professional colleges.	..	..	..	..	1	11	2	41
High schools and middle schools.	65	7,450	72	10,096	93	14,949	99	17,612
Primary schools.	1,162	88,361	1,692	133,639	2,640	174,124	3,399	229,062
Special schools.	43	1,294	48	1,824	59	2,788	74	3,864
Total ..	1,272	97,120	1,815	144,710	2,797	192,207	3,579	250,995

Note.—There are girls reading in schools for boys and boys reading in schools for girls.

The percentages of scholars to the total population during the above periods are shown below:—

——	1911-12.	1916-17.	1921-22.	1926-27.
Percentage of male scholars to male population. (1911—20,382,985) (1921—20,870,749)	5·1	6·5	7·0	9·5
Percentage of female scholars to female population. (1911—21,022,449) (1921—21,448,236)	1·0	1·5	1·8	2·5

The percentages of institutions and scholars in municipal areas to the total number of institutions and scholars varied as indicated below:—

——	1911-12.	1916-17.	1921-22.	1926-27.
Percentage in number of institutions	...	8	9	8
Percentage in number of scholars	20	19	20	17

There was a gradual increase in the number of pupils studying English—156,110 in 1912, 224,967 in 1917, 257,460 in 1922, and 330,243 in 1927.

The following statement exhibits the growth in the total expenditure on education during the last fifteen years:—

——	1912.	1917.	1922.	1927.
	RS.	RS.	RS.	RS.
Direction and inspection	8,17,232	9,38,805	14,77,411	16,75,962
Universities ...	1,97,571	3,93,728	4,68,354	8,52,967
Scholarships	1,31,928	3,07,300	4,08,456	4,90,551
Expenditure on buildings, furniture and other appartus ...	13,72,692	25,01,975	37,78,823	42,91,407
* Miscellaneous ...	15,92,210	21,67,592	33,53,570	39,55,030
Total ...	41,11,633	63,09,400	94,86,614	1,12,65,917
Males.				
Arts colleges ...	10,04,761	13,39,839	17,96,062	22,48,757
Professional colleges ...	1,88,963	6,01,662	7,97,291	10,49,531
High schools and middle schools	27,11,424	41,67,630	65,35,823	77,09,786
Primary schools ...	37,74,284	58,87,538	87,37,951	1,42,83,224
Special schools ...	6,29,561	13,82,216	31,80,669	37,30,627
Total ...	83,08,993	1,33,78,885	2,10,17,796	2,90,21,925

* "Miscellaneous" includes the following main items:—(i) Boarding charges in hostels, (ii) Expenditure in private unrecognized schools and (iii) Charges relating to Oriental Manuscripts Library, Registration of Books, Text-book Committee, etc.

	1912.	1917.	1922.	1927.
Females.	RS.	RS.	RS.	RS.
Arts colleges	5,887	65,036	1,15,579	1,99,316
Professional colleges ...	...	...	7,247	33,192
High schools and middle schools	3,45,007	5,52,613	9,65,966	12,67,875
Primary schools ...	6,73,597	11,25,901	19,10,891	27,67,841
Special schools ...	1,19,685	2,56,061	4,64,199	7,16,366
Total ...	11,44,476	19,99,611	34,63,882	49,84,590
Grant total ...	1,35,65,102	2,16,87,896	3,39,98,292	4,52,72,432

The following table gives the sources from which the expenditure on education was derived.

Year.	Provincial funds.	Local funds.	Municipal funds.	Fees.	Other sources.	Total.
	RS.	RS.	RS.	RS.	RS.	RS.
1912 ..	43,87,192	12,27,660	3,11,105	38,25,911	38,10,264	1,35,65,102
1917 ..	76,93,073	29,06,053	6,76,346	58,27,887	45,84,537	2,16,87,896
1922 ..	1,58,26,427	28,50,238	7,17,978	73,15,353	72,88,296	3,39,98,292
1927 ..	2,02,44,183	49,13,555	17,14,292	88,69,145	95,31,257	4,52,72,432

2.—Elementary Education.

The Madras Elementary Education Act, passed in 1920, was brought into force in 1921. This Act provides for the creation in each district of a District Educational Council which is an independent body and not a statutory committee of any of the existing local bodies. This body contains a few ex-officio members and a few members nominated by the Governor in Council, but the majority of its members are elected by the local authorities within the district.

Its principal functions are—

(*a*) to prepare schemes for the extension of elementary education with a view to its ultimately becoming universal;

(*b*) to elicit and direct the co-operation of all agencies, whether public or private, engaged in elementary education in the opening of additional schools and for the expansion of existing schools;

(*c*) to regulate the recognition of all elementary schools and to assess and disburse all grants-in-aid to private elementary schools from provincial funds placed at its disposal for the purpose; and

(*d*) to advise the Department of Education on all matters connected with elementary education including the provision of trained elementary school teachers.

Subject to the rules framed for their guidance, local bodies and private agencies continue to exercise full control over all elementary schools under their management.

Provision is made for the levy, with the previous sanction of the Governor in Council, of an education tax subject to prescribed maxima, the proceeds of the tax being placed entirely at the disposal of each local authority for use within the areas in which it is raised and subject to the jurisdiction of the local authority which raises the tax. A section of the Act provides for at least an equivalent contribution being made to each local body from provincial funds in addition to the usual contributions now being made on behalf of elementary education.

Provision is made for the introduction of compulsion in suitable areas with the previous sanction of the local Government.

On the question of religious instruction in recognized elementary schools, the Act enables District Educational Councils to enter into agreements with managers of private institutions where religious instruction of a denominational type is enforced, by which special arrangements will be made for the exemption of pupils whose guardians object to their attendance at such instruction and to arrange with the local authority for the opening of new public elementary schools at which such pupils can attend, where compulsion renders this course necessary.

About the same time, the District Municipalities Act and the Local Boards Act were also revised. Under these revised Acts elementary education has been completely removed from the purview of district boards and entrusted to taluk boards and municipalities.

2. In 1923, the Government convened two conferences to discuss the expansion and improvement of elementary education. The important recommendations of these conferences were as follows:—

(i) With a view to the gradual expansion of elementary education in rural areas, each village with a population of 500 inhabitants and over shall be provided with a school;

(ii) indigenous schools should be developed and made eligible for aid and the new schools to be started should ordinarily be aided schools and when it is not possible to start aided schools in some villages, local bodies shall take steps to start schools in such villages. In December of the same year, the Hon'ble Mr. Moir who had been on special duty in connexion with the scheme for the expansion of elementary education, recommended that in order to obtain full and accurate information regarding educational facilities, an educational survey of all the taluks in the Presidency should be undertaken. Consequently, a survey was as an experimental measure, conducted in the Saidapet taluk in the first instance and it was later on extended to all the other taluks in the Presidency excluding the Agency. As a result of the reports of survey received, lists of school-less centres with a population of 500 and

above were drawn up with particulars of the list of centres which would be served by the opening of new schools and the total population of such centres. The facilities for the education of girls, depressed classes and Muhammadans were also examined with reference to the survey records. As a result of the conferences referred to above and the work done on the education survey, the Government have been subsidizing and aiding the opening of a large number of schools in places hitherto unprovided with schools. The following statement gives the number of new schools under various agencies opened during the last few years:—

	Board.	Aided.	Panchayat.
1924–25	839	...	...
1925–26	1,469	569	...
1926–27	566	642	800
1927–28	409	145	500

In 1926–27, a new agency for the opening of new schools, viz., the village panchayats, was utilized as the arrangement is comparatively economical, a panchayat school being less costly than a board school and also serves to associate the local organization with the important task of educating the children of the places.

3. The total number of public elementary schools for boys rose from 32,482 in 1920–21 to 46,389 in 1926–27 and their strength from 1,326,539 to 1,986,645.

Accurate figures as to the number of single-teacher schools in each district are not available. From the figures specially obtained for four districts, Mr. Statham estimated that out of a total of 46,883 elementary schools in the Presidency, there were over 20,000 single-teacher schools. Many of the schools opened newly since 1924–25 come under this category.

The following table shows the total strength of each standard in the years 1920–21, 1921–22, 1925–26 and 1926–27:—

	1920-21.	1921-22.	1925-26.	1926-27.
VIII standard	1,982	2,239	4,222	4,475
VII ,, ...	3,554	3,576	6,198	6,948
VI ,, ...	7,558	7,591	12,089	13,295
V ,, ...	41,372	42,938	57,829	61,950
IV ,, ...	133,161	133,821	179,159	193,188
III ,, ...	179,705	187,615	253,504	270,728
II ,, ...	262,636	274,317	364,392	388,591
I ,, ...	696,571	719,682	957,856	1,046,442

It will be seen from the above table that between the years 1920–21 and 1921–22 the wastage between standards I and II was 60·6 per cent, between standards II and III 28·5 per cent, between standards III and IV 25·5 per cent, and between standards IV and V 67·7 per cent. The corresponding figures for the wastage between the years 1925–26 and 1926–27 were 59·4, 25·7 and 65·4 per cent. These percentages show that,

though there have been large increases in strength in the lower standards, pupils are not staying at school for appreciably longer periods than was the case five years ago. It is satisfactory that a much larger number of pupils are being brought under instruction, but it is clear that compulsion and other methods must be adopted if boys are to be retained at school for sufficiently long periods to enable them to become permanently literate.

Further, full advantage has not been taken of the optional provisions of the Elementary Education Act of 1920 in regard to the levy of education cess and the introduction of compulsion. So far, compulsion has been introduced only in 21 (out of 80) municipal areas and in three taluk board areas (out of 131); and 28 municipalities and 103 taluk boards have levied education cess. The experience gained in the working of the Act during the last six years shows that the Act is defective in certain respects and does not serve to carry out the main purpose of the Act. The District Educational Councils have not fulfilled all the duties imposed on them by the Act in the matter of taking initative in developing and expanding elementary education. Accordingly, a special officer was appointed in February 1927 to examine and report on the subject. He has submitted a report and also framed a revised Bill. This Bill has been referred to the District Educational Councils and District Boards for remarks.

4. During the period under report, the Government, in accordance with their policy of encouraging the opening of new schools under private management, as far as possible, have from time to time raised the rate of teaching grants as shown below:—

——	Prior to 1921.	In 1922.	In 1925.	In 1927.
	RS.	RS.	RS.	RS.
1. Untrained teacher ...	48	48	60	60
2. Trained lower elementary teacher	76	84	84	108
3. Untrained teacher of the higher elementary grade	48	72	84	108
4. Trained teacher of the higher elementary grade	92	96	120	144
5. Untrained secondary grade teacher	48	96	120	144
6. Trained secondary grade teacher ...	168	180	180	200

These grants which were sanctioned by Educational Officers prior to the passing of the Madras Elementary Education Act, 1920, are now assessed and paid by District Educational Councils.

The scales of pay of teachers in Government schools were revised in 1922 and the revised rates were also commended to local bodies for adoption. Since 1922, the Government have been contributing annually to local bodies a subsidy covering one-half of

the expenditure on account of the payment of allowance of Rs. 4 per mensem for teachers in their employ, subject to the condition that the local bodies meet the other half from their own funds other than the proceeds of the education tax.

Curriculum and methods of teaching.

Early in 1922 new rules for the courses of instruction in elementary schools were framed under the Elementary Education Act of 1920. "Elementary education" shall mean the imparting of instruction in a vernacular in reading and writing, arithmetic, drawing, nature study and physical training and, in the case of girls' schools, needle-work. It may also include the following additional subjects—hygiene, first-aid, geography, history, civics, English or vernacular of the Presidency and practical instruction.

The rules further demand that in the earlier stages kindergarten methods shall be adopted, that training in music shall be provided for in schools wherever possible and that practical instruction shall ordinarily have reference to the chief occupations or industries of the locality and class of pupils.

Though under this scheme provison has been made for a number of optional subjects, the number of schools, especially rural schools which provide for instruction in subjects other than the compulsory ones, is very limited. There is, however, an increasing demand for English even in rural areas and there has been a large increase in the number of schools teaching English. In spite of departmental advice there has been little progress in the teaching of practical nature study and in the use of school gardens and much remains to be done in order to adapt the instruction given in rural elementary schools to the rural environment. Except in mission schools, moral and religous instruction is generally confined to the study of popular legends and stories.

Physical training and games are still sadly in need of development chiefly owing to the lack of space and want of organization. The Boys' Scouts Association has, however, begun to form troops in elementary schools and an appreciable number of schools have now scout troops or cub packs.

Vocational education and manual training.

Practical training classes are now attached to 24 institutions and in 1927 nearly 2,000 pupils were attending these classes. The classes include weaving, tailoring, carpentry, wood-work and agriculture. Ordinarily only pupils in standards IV to VII attend classes for practical instruction.

Adult education.

At present night schools provide education for grown-up boys and young men who have had no schooling and are desirous of making up their deficiency by getting some education after their working hours; and grants and subsidies are being paid by Government towards the maintenance of these schools. The number of

such schools is showing a desirable increase as may be seen from the statement below:—

	1916-17.	1921-22.	1926-27.
Number	707	2,456	5,604
Strength	17,606	58,233	151,691

The Depressed Classes Mission, Mangalore, is adopting a scheme of adult education mainly consisting of—

(i) lectures—magic lantern and itinerant on general subjects, agriculture and industries.

(ii) establishment of libraries and reading rooms, and

(iii) practical instruction on subjects such as agriculture, education, industries, sanitation, medical health, etc.

A scheme was propounded in 1926 by Rev. J. M. Baker of the American Baptist Mission, Ongole, under which adults were to read a graduated set of books with the help of teachers in selected centres and the Government sanctioned a grant of Rs. 1,000 towards the preparation of text-books required for the purpose. Recently an examination was made of the measures introduced by the Government of the Punjab for the promotion of adult education in that province and as a result thereof the Government have opened adult education classes in the Government Training Colleges at Rajahmundry and Saidapet. They also propose to sanction subventions to certain private managements and honorary workers towards the provision of education for adults. The classes are to be run for certain hours every night and on convenient occasions during day time also. It is also proposed to purchase a magic lantern and slides and to ask the Deputy Inspectors of Schools in the Trichinopoly district in succession to give exhibitions and lectures with the help of the lantern at the teachers' association centres in their respective ranges.

Village libraries.

The present policy of Government is not to aid directly the establishment of public libraries but to subsidize local bodies towards the establishment and maintenance of libraries. For the first time in 1922 the Government sanctioned the distribution of Rs. 20,000 for this purpose. A grant of Rs. 10,000 was again paid in 1923–24 and varying grants continued to be paid for this purpose since 1925–26. Private associations possessing libraries are also aided under this scheme through local bodies. From 1925–26 grants are also being paid for village panchayats for the establishment and maintenance of village libraries. The amounts spent up to date on libraries are noted below:—

1921–22	20,000
1923–24	15,000
1925–26	10,000
1926–27	10,000
1927–28	30,000
1928–29	50,000 (proposed).

The number of village libraries maintained by village pānchayats is gradually increasing and up to date more than 400 have been established.

Agricultural schools.

In 1922, two agricultural middle schools were opened under the Educational Department—one at Taliparamba, Malabar district, and the other at Anakapalle in the Vizagapatam district. The schools were experimental in character and were started with a view to testing the possibilities of developing such schools and gaining experience in the manner of their working.

The primary purpose of these schools was to provide for the sons of cultivators a vernacular course of instruction in the principles of agriculture with special reference to the condition of the particular tract in which the school was situated. The selection was confined to boys who had reached a standard of ordinary education sufficient to enable them to profit by the course of instruction and it was intended that when they had completed their course they should return to their lands and not seek employment under Government. The ultimate object was to raise up a class of cultivators who would be better cultivators than their fathers, more alive to the possibilities of their traditional occupation and more receptive of new ideas.

The school at Taliparamba has been doing satisfactory work. This school was at first restricted to Nayars, but has now been thrown open to other castes. Thirty-four applications for admission were received in May 1926 and 19 boys were admitted, while 76 applications were received for 1927 and 38 have been admitted. The school has every chance of proving successful.

The school at Anakapalle has not proved a success. Despite propaganda work by the headmaster for securing suitable boys, the strength of the school has fallen steadily since 1924. Only four joined the school in May 1926. There is little or no demand for such education in the tract. Under these circumstances, the closing of the school is under consideration.

The figures as regards strength for the past five years are given below:—

Name of school.	Year.	Strength.	Name of school.	Year.	Strength.
Taliparamba	1922–23	20	Anakapalle	1922–23	13
	1923–24	16		1923–24	7
	1924–25	27		1924–25	29
	1925–26	14		1925–26	11
	1926–27	24		1926–27	4

The gradual growth of elementary education and the expenditure during each quinquennium since 1911–12 is exhibited in the following statement:—

——	1911-12.	1916-17.	1921-22.	1926-27.
BOYS.				
Number of public elementary schools	24,034	28,867	33,624	46,389
Number of boys in all elementary schools ...	828,931	1,070,942	1,198,758	1,713,631
Percentage of boys to the total male population. (1911—20,382,955) (1921—20,870,749)	4·0	5·2	5·7	8·2
GIRLS.				
Number of public elementary schools	1,152	1,684	2,631	3,399
Number of girls in all elementary schools ...	199,169	292,470	346,591	500,334
Percentage of girls to the total female population. (1911—21,022,449) (1921—21,448,236)	·9	1·4	1·6	2·3
TEACHERS.				
Boys' schools.				
Total number of teachers.	38,773	49,060	58,286	83,280
Number of trained teachers	12,956	16,631	22,793	39,913
Precentage	33	33	39	48
Girls' schools.				
Total number of teachers.	3,796	5,421	7,497	9,623
Number of trained teachers	2,354	3,077	4,683	7,023
Percentage	62	56	62	78
Direct expenditure on elementary education—				
Boys.	RS.	RS.	RS.	RS.
From provincial funds ...	11,00,130	16,93,967	43,86,177	73,64,917
,, local funds	9,94,364	21,52,846	17,57,520	30,16,242
,, municipal funds ...	2,18,596	3,73,066	4,20,908	8,44,211
,, fees	6,99,796	7,28,972	7,82,181	7,89,478
,, other sources ...	7,42,386	8,82,704	13,48,077	22,14,908
Total ...	37,55,272	58,34,565	87,37,951	1,42,83,224
Girls.				
From provincial funds ...	2,89,231	4,74,825	11,29,757	12,22,494
,, local funds	16,558	2,17,636	2,02,851	5,69,232
,, municipal funds ...	37,416	49,443	66,698	3,24,009
,, fees	33,808	47,421	64,264	66,625
,, other sources ...	2,96,584	3,36,576	4,47,321	5,74,387
Total ...	6,73,597	11,25,901	19,10,891	27,67,841

37.—Secondary Education.

District Secondary Education Boards—Constitution and working.

These boards were constituted for the first time towards the end of 1923. The constitution of these boards has been dealt with under " Education in general ".

It has been the general impression that District Secondary Education Boards have not proved as useful in forwarding the development of secondary education as was anticipated. The original intention was that after the boards had been in existence for some time as *advisory* bodies, steps should be taken to place them on a statutory footing. It has not yet been found possible to make this change. In the recent orders revising the constitution, it has been laid down that the boards should continue to be advisory though certain changes have been made in the list of subjects on which their advice should be sought by the department. The view has been expressed that the boards should be called upon to advise on general questions affecting education in the district as a whole rather than on specific questions relating to particular schools. The boards have been authorized to invite persons specially qualified to give advice by reason of their experience or interest in educational problems, to take part in meetings whenever the question at issue calls for such action. They have also been advised to appoint sub-committees for women's education.

Evidence of attention paid to the growth of secondary education.

In September 1921, a resolution was passed in the Legislative Council in the following terms:—

" That this Council recommends to the Government the appointment of a committee of officials and non-officials to consider, in the light of the recommendations of the University of Madras, the applicability of the report of the Calcutta University Commission to South India and to make suitable recommendations to Government which will enable effect to be given to its conclusions ".

In accordance with this resolution a committee consisting of 22 non-officials and 10 officials was appointed in October 1921 with Sir R. Venkataratnam Nayudu as President. The Committee was asked to discuss the resolution of the Legislative Council and to examine the other question relating to (1) the necessity for making general changes in the curriculum and the scope of secondary and intermediate education and recommend measures to bring it into line with present-day needs, (2) the relation that intermediate education should bear to secondary and university education, and (3) the authority in whom the control and administration of secondary and intermediate education should vest and other connected matters.

The Committee's report was received towards the close of 1922. On the important question of the position of intermediate education and the constitution of a Board of Intermediate and Secondary Education to control these two branches of education as recommended by the Calcutta University Commission, the Committee considered that intermediate education should continue to be controlled by the University and that there was no need for the formation of a board such as that referred to above in this Presidency. The Committee also made suggestions for the revision of the courses of study in secondary schools, for the adoption of vernaculars as the media of instruction in high schools and other matters. Before taking action on the recommendations of the Committee it was considered desirable to await the decision of the University on the question whether the intermediate courses should form part of secondary education or should continue to be under the control of the University. In 1925, the University authorities decided that the intermediate courses should continue to form part of university education. About this time the Government decided to appoint another committee of officials and non-officials to consider and report on the following matters:—

(1) Grading of the school course into different stages—elementary, middle and high; the duration of each stage;

(2) the middle school stage—consideration of the position of middle schools and higher elementary schools in rural and urban areas; and

(3) the possibility and desirability of classifying middle and high school stages according as they prepare pupils for practical or for higher or collegiate education; the question of specialization in the higher classes; as regards practical life, how far the necessary training can be given in the ordinary secondary school and how far the instruction imparted in the secondary school should be preparatory to training in special institutions; and revision of the curricula in accordance with the decision arrived at on these points.

The report of this Committee with the Director's remarks thereon was received in the middle of last year and is now under consideration.

In 1925, several questions relating to secondary school finance came up for consideration. It was thought that an officer should be placed on special duty to consider and report on these questions. Accordingly, in September of that year the Government placed Mr. R. M. Statham on special duty (i) to conduct a survey of secondary education in the Presidency and to prepare a programme of expansion of secondary education, (ii) to examine the present system of grants-in-aid to secondary schools and to advise whether any modification of the system was called for, and (iii) to consider whether any alteration was necessary in the present system of payment of subsidies towards the maintenance of secondary schools

under the management of local bodies. Mr. Statham's report was received in 1926. As a result of the survey it was found that there were several schools in the Presidency the strength of which did not justify the comparatively large expenditure incurred on them from provincial and local funds. Mr. Statham therefore recommended that such schools might either be closed or amalgamated with other schools. His suggestions in this respect were forwarded to the Director of Public Instruction for detailed investigation in consultation with the local bodies or private agencies in charge of the schools. The Director's reports on these cases have been received and orders have been passed on them. The other recommendations of Mr. Statham related to the revision of the system of grants-in-aid to schools under private management and of the system of subsidies to local bodies. Owing to the complicated nature of the subject the consideration of these questions has taken time. The special officer's recommendations are being examined by the Government in consultation with the Director of Public Instruction.

Statistics of pupils—Expenditure and how met.

A statement showing the growth in the number of schools and scholars and also the distribution of expenditure under the various heads is annexed.

	1911-12.	1916-17.	1921-22.	1926-27.
Boys.				
Number of public secondary schools	343	345	473	528
Number of public secondary schools	98,732	134,608	148,853	160,190
Girls.				
Number of public secondary schools	35	39	57	64
Number of girls in secondary schools	5,495	8,121	12,358	15,601
Direct expenditure on secondary education—				
Boys.	Rs.	Rs.	Rs.	Rs.
From provincial funds ...	2,00,083	3,13,121	11,23,649	15,39,183
,, local funds	40,234	77,229	3,55,584	4,79,787
,, municipal funds ...	4,558	24,066	70,246	1,43,801
,, fees	17,39,536	28,11,933	35,34,907	39,16,200
,, other sources ...	4,56,655	5,83,423	9,22,341	10,58,631
Total ...	24,41,066	38,05,772	60,06,727	71,37,602
Girls.				
From provincial funds ...	47,854	1,21,699	2,82,772	3,73,215
,, local funds	...	...	19,387	21,349
,, municipal funds ...	...	...	2,800	9,395
,, fees	28,097	42,657	78,733	1,41,420
,, other sources ...	75,412	1,13,111	1,72,772	2,46,558
Total ...	1,51,363	2,80,467	5,56,464	7,91,937

4.—University Education.

Ever since the foundation of the Madras University in 1857, it remained essentially an affiliating university whose main function was to conduct examinations and grant degrees besides controlling the course of study, the teaching of which is done in the colleges. The resolution of the Government of India on general educational policy issued in 1913 and the special imperial grants that were made available for expanding the activities of universities rendered it possible for the Madras University to make a beginning in developing its teaching functions. Three university chairs—one for Indian History and Archæology, a second for Comparative Philology and a third for Indian Economics—were founded.

A change in the educational aims and ideals as pointed out by the Calcutta University Commission emphasized the desirability of organizing teaching and residential universities in Madras wherever possible. With the object, therefore, of establishing a teaching and residential university in Madras and to organize and develop the teaching resources existing in the city, to promote co-operation and reciprocity among the colleges in Madras and to develop inter-collegiate activities and amenities, a Bill for remodelling the University of Madras was introduced and passed by the Legislative Council into law. The Act came into force on the 19th May 1923.

The main features of the Act are—

(i) The creation of new authorities, such as the Academic Council and the Council of Affiliated Colleges, the former to deal with all matters of academic interest and the latter to safeguard the interests of mufassal colleges;

(ii) augmentation of the Senate and Syndicate;

(iii) provision for the adequate representation of all interests and various authorities;

(iv) appointment of a whole-time paid Vice-Chancellor.

The first two years after the passing of the new Act were mostly spent in constituting new university authorities and in discussions by them of the lines of development. During the last two or three years a number of schemes for the development of the teaching side of the University has been pressed on the attention of the Government and as a result of Government aid, departments of economics, mathematics, philosophy and oriental research have been instituted by the University.

A special grant aggregating to Rs. 89,000 was given to the University for the purchase of books and periodicals to make up the deficiencies in the library. The Local Students' Advisory Committee was replaced by a University Bureau and the Syndicate has undertaken the management of the Bureau, the Government paying an annual grant of Rs. 4,000 for the purpose.

The Government have undertaken to subsidize the University to the extent of Rs. 1,80,000 for the construction of research laboratories in zoology and bio-chemistry and the University has agreed to provide a laboratory in botany out of its own funds.

The experience gained in the working of the new Act has shown the necessity for amending it in certain directions. The Government, therefore, in consultation with the University, prepared an amending Bill which has been recently referred to a Select Committee whose report is awaited.

Andhra University.

The need for a separate University for the Andhra districts was pressed on the attention of the Government from time to time. A committee to investigate the question was appointed in 1921 and its report was received in the following year. An informal conference of representatives of the Telugu districts was held at Vizagapatam on the 22nd November 1922 to discuss the points arising out of the committee's report. It was resolved at the conference that a university be established for the Telugu districts, that the training for the pass degree in arts and science and teaching be given by affiliated colleges and that the training for honours and post-graduate course and research work in these faculties be imparted by constituent colleges established and maintained by the university. The preparation of a Bill was then taken in hand and in February 1925 the Cabinet generally accepted the principle of the Bill.

2. The case for a new university was taken to rest on the following grounds:—

(i) It had long been recognized that the Madras University should not continue to serve indefinitely the needs of the whole of South India. The colleges affiliated to the Madras University had in 1924–25, 15,000 students and the interests of higher education suffered by one body having been entrusted with the work of examining and supervising the education of such a large number of students.

(ii) The Andhra districts having a single language and forming a convenient linguistic area were considered to have the distinctive culture required for a separate university.

(iii) A separate university was expected to give the necessary stimulus for honours and post-graduate work which had not been organized in the Andhra University area.

3. The Bill was passed by the Legislative Council and the Act came into force on the 26th April 1926. The administration of the University is shared by three bodies, namely, the Senate, the Syndicate and the Academic Council. It was felt unnecessary to have a council of affiliated colleges.

4. The headquarters of the University are situated at Bezwada which is not, however, one of the centres where post-graduate and honours work might, according to the Act, be organized. The headquarters being at a place which is not one of the centres recognized by the Act, has given rise to a volume of criticism and a very large number of amending Bills (fourteen in number) have been or are about to be introduced in the Legislative Council. A Select Committee appointed to consider the first batch of Bills has recommended Anantapur as the headquarters. The Government have not yet decided to which place the headquarters should be shifted.

Tamil University.

At the meeting of the Legislative Council held on the 22nd March 1926, the need for a separate university for the Tamil districts was suggested by non-official members during the voting of the demands under "31. Education." The Government appointed a committee to investigate the question. Its report is awaited.

5.—Special Education.

(1) *Engineering institutions.*

For a long time the only institution in which instruction in engineering was being imparted was the Engineering College, Guindy. The college was training mechanical and civil engineers and students of the upper and lower subordinate grade.

With a view to providing additional facilities for subordinate engineering education the Government sanctioned the opening, as a temporary measure, of an Engineering School at Vizagapatam in 1918 and another at Trichinopoly in 1920. In 1924 it was directed that the probationary and lower subordinate classes in the college should be abolished and that the students should be told off to the engineering school.

Last year it was reported that the development of the Engineering School, Trichinopoly, was hampered for want of adequate buildings and workshop facilities and that the students would have more efficient instruction in the college. The Government accordingly directed the closure of the Trichinopoly school with effect from the school-year 1928–29, and the revival of the probationary and lower subordinate classes in the college. As the future of the Vizagapatam schools is bound up with developments of university policy in the Andhra University area, that school is being continued on a temporary basis.

(2) *Commercial education.*

For a very long time the only commercial school maintained by the Government was the one at Calicut. This institution prepares candidates for the Government technical examinations in the various commercial subjects.

2. With a view to meeting the demand for qualified auditors brought about by the passing of the Indian Companies Act, 1913, the Government sanctioned the opening of an institute of commerce in 1918. This institute prepares students for the G.D.A. examination, Bombay, and also coaches pupils for the Government Technical examinations. The institute is at present located in the Law College buildings. A scheme estimated to cost Rs. 2·17 lakhs for putting up a permanent building for the institute has been approved and a provision of Rs. 1·16 lakhs made in the budget for 1928–29.

3. To meet the needs of the northern districts in the matter of commercial education, a school on the model of the Calicut school was opened at Vizagapatam in 1925. The school is at present in a temporary building.

4. The following figures show the strength of the institutions for the last three years:—

	1924-25.	1925-26.	1926-27.
Calicut school	141	134	214
Vizagapatam school ...	...	...	106
Institute of Commerce—			
Audit class	72	81	56
Technical classes	145	113	80

5. Besides the Government institutions mentioned above, the department is also aiding a few commercial institutes maintained by private agencies. Their number is three at present. On 31st March 1927 there were also 46 unaided commercial schools.

(3) *Oriental colleges and schools.*

Sanskrit schools and colleges which impart secular instruction are recognized and aided by the department. The question of the position of these institutions in the educational system of the Presidency and the extent to which they deserve encouragement from the State came up for consideration in the year 1926. The Director was requested finally to examine and report whether Government aid might not be restricted to institutions in large centres where higher Sanskrit study might be encouraged and the training of pandits for secondary schools might be undertaken. The Director has appointed a committee to examine these questions. The report of the committee and the Director's recommendations thereon are awaited.

There is also an Arabic college at Kurnool which is recognized and aided by the State.

(4) *Art and Industrial education.*

This is controlled by the Industries Department and is dealt with under that department in the memorandum on the "Administration of Departments".

6.—Education of Special Classes.

(1) *Education of girls.*

Since 1920–21 the total number of girls reading in all classes of institutions has largely increased from 370,966 to 534,640. This progress has not been as satisfactory and as rapid as could be desired, some of the obstacles in the way of progress being prejudice and the absence of trained women-teachers. Steps are being taken to remove these impediments. The number of girls reading in arts colleges rose from 267 to 488 and there was also a corresponding increase in the number of girls reading in colleges intended for men from 35 in 1921 to 72 in 1927. The number of girls reading in all classes of secondary schools increased from 10,831 (inclusive of 1,957 in boys' schools) to 15,601. There was an improvement in the number of girls studying in public elementary schools from 339,456 to 500,334. That the objection to the co-education of girls and boys in the same schools is gradually disappearing is evidenced by the fact that the number of girls reading in boys' elementary schools rose from 182,700 in 1921 to 282,317 in 1927 and that of girls studying in all grades of schools from 197,517 in 1922 to 298,632 in 1927.

(2) *Education of Europeans and Anglo-Indians.*

The following statement shows the number and strength of European schools in the years 1920–21 and 1926–27:—

	Number of schools.	Strength.
1920–21	91	9,387
1926–27	87	10,390

In January 1925 a conference was held to consider questions connected with the education of European and Anglo-Indian children in this Presidency. At this conference the following resolution was passed: "Resolved that, in view of the present needs of the Anglo-Indian community, it is imperative that the whole position of European education in the province should be surveyed with a view to ascertaining (1) the educational needs of each area; and (2) the type of education which should be encouraged in that area." As a consequence of this resolution Government instructed the Inspector of European Schools to carry out a survey and submit a report. The report was submitted to Government in May 1925 and was discussed at a small conference summoned by Government in December 1925. The results of these investigations would appear to indicate that no radical change is needed in the system of European education, but that there is wide scope for improvement in the standards attained by the existing schools. It has also been made clear that the present aim of European education should be the provision of a sound general education for Anglo-Indian children so as to enable them to face successfully the increasing competition for entry into various callings. The adaptation

of education in different areas to the particular occupations available in those areas is not a policy which will either improve standards or forward the interests of the Anglo-Indian community. The absence of competition in the past and the recruitment of relatively unqualified Anglo-Indians to posts which were virtually a monopoly for them have resulted in the continuance of low standards and in an inability to face competition even when the breaking up of monopolies has caused a severe economic depression. Fortunately the Anglo-Indian community is now becoming alive to the necessity of using the weapon of better educational qualifications in the fight for existence.

The survey of European education has also shown that the efficiency of European schools has been impaired and their cost enhanced by lack of concentration and amalgamation.

The policy of concentration by amalgamation, constantly advocated by Government, has not met with much success and schools which are unnecessary and expensive from the purely educational point of view still continue to exist. Religious interests, vested interests and social differences are the main obstacles in the way of amalgamation and they present real difficulties. But there are signs that the various classes of management are alive to the necessity for the creation of larger and more efficient schools to serve areas which have hitherto been served by several sectarian schools. A notable advance was made in January 1926 when the Collegiate High School, Madras, was amalgamated with the Doveton Girls' High School.

One of the results of the existence of small and uneconomic European schools has been the willingness of such schools to admit a larger number of non-European pupils and so improve their financial position. With this end in view and in order to increase the facilities for education for the children of Indians who, owing to language or other difficulties, prefer to educate their children in European schools, the Government in May 1923 approved of the Director's proposals to increase the permissible proportion of Indian pupils in European schools from 15 per cent to one-third. Full advantage would appear to have been taken of this order since the number of non-European pupils now reading in European secondary and primary schools is 1,197.

An interesting experiment was made in 1925 by recognizing under the Code of Regulations for European Schools, the Advent Mission Industrial School, Velacheri. The intention was to make the school eligible for boarding grants for Anglo-Indian orphans and poor boys who might be sent there for industrial training. The experiment has not, however, met with a success, though the school continues to be recognized and the opportunity still exists.

The whole position in regard to boarding grants for European orphans has been reviewed recently and it has been decided that such grants should not be given to children whose guardians are

resident outside the limits of the Madras Presidency and that grants given for children living in places where schools are not available should be conditional on the parents being required to contribute a portion of the school and boarding fees.

In April 1926, a new Code of Regulations for European schools was published. The main object of the revision of the Code was to bring the Code as far as possible into line with the Madras Educational Rules and the Grant-in-Aid Code. Several articles in the old Code had become inoperative and, as compared with the Madras Educational Rules, there were serious omissions in the rules relating to grants, fees, registers and other matters. Regulations governing the award of European School-leaving Certificates have been incorporated in the new Code and the articles dealing with such questions as recognition, scholarships, boarding grants and training certificates have been extensively revised. In January 1926 the introduction of a European School-leaving Certificate scheme on the lines of the Secondary School-leaving Certificate scheme for Indian schools was sanctioned by Government.

Staff and training.—On the 31st March 1927, out of 735 teachers 511 were trained, 79 were certificated and 145 were uncertificated. Of the latter, 67 held no professional or general education certificates. These figures show a slight improvement over the figures for 1921–22, in which year, out of 711 teachers, 499 were trained and 76 held no professional or general education certificates. There appears to be a reluctance on the part of the young men and young women, leaving European institutions, to enter the teaching profession and the few who qualify obtain better prospects outside this Presidency. Only 80 graduates are employed altogether, and of these 49 only are trained and 12 certificated. It is not therefore surprising that the standard in European schools is low.

A new training school for women was opened in April 1923 in connexion with the Lawrence Memorial Royal Military School, Lovedale. Its capacity is at present limited to six candidates a year of the high grade.

The Church Park Training School, Madras, has continued to make provision for twenty candidates a year and its new building was opened in July 1925.

Examinations.—The results of the European schools examinations have shown considerable improvement, the percentage of passes for the last three years being as follows:—

	1924-25.	1925-26.	1926-27.
	PER CENT.	PER CENT.	PER CENT.
High	61	64	64
Middle	49	57	58

(3) *Education of Muhammadans.*

The number of special institutions chiefly intended for Muhammadans and their strength increased from 1,991 and 114,014 in 1921 to 4,036 and 221,408 in 1927. The total number of pupils reading in all classes of schools showed also an advance during the period from 158,714 to 242,680, the increase in the number of students taking to collegiate education showing a distinct improvement from 138 to 351 (including 4 women). In pursuance of the policy of duplicating classes with a view to imparting instruction to Muhammadan pupils through the medium of Urdu, Urdu sections were opened in Forms I to III of the Municipal High School, Adoni. Urdu munshis have also been appointed in the board schools at Krishnagiri and Porto Novo and in the Municipal High School, Ootacamund. In all cases, the cost was met by provincial funds.

The education of Mappillas.—Very marked progress has taken place in the development of education among the Mappillas.

In July 1922, Government appointed a committee to investigate the question of the abolition of separate elementary schools for Mappillas. The more important recommendations of this committee were as follows:—

(1) Separate Mappilla elementary schools should not be abolished;

(2) elementary education for Mappillas should be made compulsory, especially in the taluks affected by the Mappilla rebellion;

(3) the abolition of the separate inspecting agency for Mappilla schools on the introduction of compulsion;

(4) the abolition of separate training schools for Mappillas at Malappuram;

(5) the appointment of properly qualified Arabic teachers to give religious instruction to Mappillas in Government training schools;

(6) the appointment of a committee to compile text-books in Malayalam from selected portions of the Koran and other Kittabs; and

(7) the institution of additional scholarships for the higher education of Mappillas.

While reviewing the committee's report in March 1923, Government accepted the recommendations not to abolish separate Mappilla elementary schools, to introduce compulsion in certain areas and to arrange for the compilation of Malayalam text-books from selected portions of the Koran and Kittabs. In February 1924, Government appointed a text-book committee of five gentlemen. Readers for standards I to V have been published and text-books for standards VI, VII and VIII are under preparation. The Malappuram Training School has been raised to the higher elementary grade and religious instruction is being given to the Mappillas under training in this school. At the close of the quinquennium Government sanctioned the institution of thirty special scholarships for Mappilla boys reading in standards VI to VIII.

In 1925, a special assistant to the District Educational Officer, Malabar, was appointed mainly to forward the interests of Mappilla education and, though it is early as yet to estimate the full advantage obtained by the appointment, it is clear that the special officer's work can be so directed as to be of great assistance in furthering the development of Mappilla education.

The inspecting staff has also been strengthened by the conversion of the two posts of Supervisors into Junior Deputy Inspectors' posts.

One of the Mappilla middle schools mentioned on the last quinquennial report has since become a high school and the strength of the two secondary schools is 208. There are also 677 boys attending non-Mappilla secondary schools.

The number of public elementary schools intended for Mappillas rose from 557 in 1921–22 to 1,239 in 1926–27 and their strength from 39,096 to 86,315.

(4) *Education of depressed classes.*

In 1919, prior to the introduction of Reforms, a special officer under the designation of Commissioner of Labour was appointed to look after the interests of the depressed classes in all matters including education. This department is expanding and there are now 17 District Labour Officers with executive subordinates under them. With this special staff as many as 994 schools have been started for the education of the depressed classes till the end of 1926–27. Besides these schools, local bodies and missionary societies are also maintaining special schools for these classes. The total number of public institutions chiefly intended for these classes increased from 7,007 in 1920–21 to 10,470 in 1926–27, and their strength from 193,260 to 295,612. The total number of pupils in all classes of schools rose from 140,649 in 1921 to 228,511 in 1926–27 and the number reading in secondary schools alone rose from 1,217 to 2,647 during the quinquennium ending 1926–27.

As an encouragement to the boys and to enable even the poorest parents to send their children to school, a scheme for the grant of scholarship by the Labour Department was sanctioned by Government in 1923–24; and 550 scholarships tenable from classes IV to VI and 220 fee remissions tenable in forms I to VI are now being granted. Further, ten scholarships are granted every year to pupils learning commercial subjects such as typewriting, shorthand, book-keeping, commercial correspondence, etc. In addition, 110 scholarships were instituted in 1924–25 for pupils who do not attend general educational courses, but have an aptitude for industrial subjects. They are granted to pupils learning fitting and driving, carpentry, blacksmithy and weaving, and two of them have been set apart for girls learning lace-making. Two hostels have been opened, one at Madras and the other at Masulipatam, and their costs is met by Government. Pupils who are in very poor circumstances but are desirous of having higher education are selected from outside the stations where the hostels are located

and are given free boarding and lodging. They generally get a scholarship in addition, to enable them to pay their school fees and purchase school requisites.

A general rule has been laid down that the officers of the Educational Department should be consulted before a school is taken under the control of the Labour Department. As far as possible separate schools are not started by the department in localities where other educational facilities exist. In a few cases separate schools have to be opened in places where taluk board or other schools already exist, on account of the caste prejudice manifested by the teachers or the public.

The Government have recognized the desirability of allowing depressed classes to be admitted into schools intended for caste pupils. Accordingly in 1919, after a review of the then existing state of circumstances, the Government impressed on local bodies the obligation which rested upon them to consider seriously and to remove gradually and persistently the difficulties and disabilities to which the pupils of these classes were being subject. The Government also prescribed the submission of an annual report by each local body to indicate what steps it had taken to remove the disabilities. The following instructions were also issued for the guidance of the local bodies and the educational officers:—

(1) Where a school under public management is situated in an agraharam, chavadi or temple or other area from which Panchama children are excluded, steps should be taken to transfer the school to some locality to which all classes of the population have access.

(2) In cases where the private owner of a rented school building objects to Panchama children being admitted into it, steps should be taken to secure for the school some other building in respect of which this objection could not be raised.

(3) No school building should hereafter be constructed out of public funds unless it is certified that it is in a locality accessible to all classes including Panchama.

As a result of the pressure brought to bear by the Government, the total number of depressed classes pupils admitted into schools not specially intended for them rose from 4,630 in 1920-21 to 16,486 in 1926–27.

Besides the schools for depressed classes, the Government have undertaken the education of Kallars as a means of reclaiming them from their criminal habits. There were 414 such schools on the 31st March 1927 with 12,824 boys and 1,782 girls. Certain boarding homes and a hostel have also been opened for these classes.

(b) *Education of the blind and the deaf-mutes.*

In 1920–21 the schools for these pupils numbered 6 and their strength was 268. In 1927 there were 3 schools for the deaf and dumb and 3 for the blind with a total strength of 191 boys and 63 girls.

Courts and the Judiciary

Madras Presidency

COURTS AND THE JUDICIARY.

The actual constitution and working of criminal judicial and civil judicial courts is dealt with in the record of the concerned departments included in the memorandum on the " Existing system of Government."

The only important change in relation to courts and the judiciary which has been under consideration is that of the separation of judicial and executive functions. The proposal is dealt with below, arguments both for and against it being stated.

The separation of Judicial and Executive Functions.

The officers who regularly exercise both executive and judicial powers are (1) Collectors, who are also District Magistrates, (2) Revenue Divisional Officers, who are also Subdivisional Magistrates and (3) Deputy Tahsildars who are also Sub-Magistrates.

Tahsildars are also Taluk Magistrates but they practically exercise no judicial powers. Stationary Sub-Magistrates may be entrusted with limited revenue powers but rarely are. Village headmen exercise very limited judicial powers which are increasingly entrusted to panchayat courts.

The problem of separation of executive and judicial powers thus centres round Collectors, Divisional Officers and Deputy Tahsildars.

The District Magistrate tries very few cases. In 1926 he tried on the average one case and heard eight appeals. He controls Subdivisional Magistrates, Sub-Magistrates, Bench Courts and Honorary Magistrates through an examination of calendars * and copies of judgments in cases tried by them. These calendars and copies of judgments from Magistrates subordinate to the Subdivisional Magistrates, are, after disposal of the cases, received by the latter and after he passes his remarks thereon if any they are sent to the District Magistrate whose admonitions, if any, in regard to delays or errors in the conduct of cases or award of punishment are thus communicated subsequent to the disposal of the cases, but are intended to regulate the disposal by the magistracy of *future* cases. A District Magistrate may also issue general circulars to all magistrates under his control for their instruction or guidance in dealing with cases. In cases relating to other Government departments, e.g., Forests and Abkari, the District Magistrate also issues instructions to magistrates in cases where

* A calendar is a statement showing the names and some description of the parties and witnesses, the nature of the alleged offence, the section of law making the offence punishable, the result of the trial and the dates of offence, of complaint or of report to the Court, of the commencement and of the end of the trial and an explanation of any undue delay in the disposal of the case. A calendar is submitted in every case and a copy of judgment is sent with it except in petty cases.

he finds that the punishments imposed either encourage offences against the Acts concerned and the rules made under them or are unduly severe under the circumstances of the case. The District Magistrate being responsible for the maintenance of law and order has the Police force under his general control and direction for these purposes.

The position then in regard to the District Magistrate is as follows:—

(1) He hardly tries cases or hears appeals.

(2) He does not interfere with the conduct of any case during the trial.

(3) He examines the calendar and in some cases the judgment of the case after the trial is completed and may state his opinion of the Magistrate's work and judgment.

(4) When occasion arises he issues instructions to Subordinate Magistrates for their guidance in future cases, these instructions being determined by the good sense and intelligence of an experienced and capable officer who is the head of the district and by the needs of a well ordered general administration.

(5) In the exercise of general control over the magistracy and the Police he is responsible for regulating their relations for preventing friction and for seeing that they discharge their functions in the interests of the public welfare.

The Subdivisional Magistrate hears the more important cases which are not serious enough to go to the Sessions Court; he hears all appeals from second and third-class Magistrates in his area. He examines the calendars and judgments of his Subordinate Magistrates. He makes periodical inspection of their courts and records. As a Revenue Divisional Officer, he has necessarily to tour nearly half the month. Complainants and others concerned in criminal cases have to find him in camp, but on the other hand he tries to adjust his camps to the convenience of parties in the cases on his file and thereby may save them long cross country journeys. The area of a Divisional Officer's jurisdiction in Madras is generally large—on the average about 1,250 square miles with a population of about 400,000. The complaint is made against him that owing to an "executive bias" he is liable to judge cases with some prepossession of mind. But when his decisions are appealed against before a purely judicial officer, the Sessions Judge, the vast majority are found to be upheld. His work as a Divisional Officer gives him a wide knowledge of men and of conditions in his area. Subdivisional Magistrates try only about 3 per cent of the total number of criminal cases in the Presidency.

The functions of the Deputy Tahsildar-Sub-Magistrate are on a subordinate scale similar to that of the Divisional Officer-Subdivisional Magistrate. He is a second-class Magistrate. His jurisdiction for revenue and magisterial purposes averages about 200

square miles. Deputy Tahsildars are appointed only when a taluk is too heavy for the Tahsildar and Stationary Sub-Magistrate but is not heavy enough to justify its being divided into two taluks.

The Stationary Sub-Magistrate of whom there is generally one for each taluk (except in zamindari tracts) is an officer whose duties may be said to be purely judicial. He is of the same rank as the Deputy Tahsildar-Sub-Magistrate. Both of them are recruited mainly from the subordinate revenue establishments and are appointed by the Collector-District Magistrate from a list approved by the Board of Revenue. In recent years recruitment to the Revenue Department has been improved by the direct recruitment of graduates as Probationary Revenue Inspectors and Deputy Tahsildars. The appointment of Stationary Sub-Magistrates some thirty years ago to try cases instead of the Tahsildar was obviously a large step in the direction of a separation of judicial and executive functions.

As regards Bench Courts, Honorary Magistrates and Panchayat Courts, it is agreed on all hands that the more men are available for such work the better it is. But the supply is limited and it must be admitted that the prospects of a large extension of such Courts in the near future are small.

2. Such is the general position in this Presidency. The Legislative Council, however, has repeatedly demanded a separation of judicial and executive functions. The arguments on which this demand has been based are as follows:—

(1) that the Collector-District Magistrate who controls the Police and has concern in other Government departments should not have administrative control over Subordinate Magistrates,

(2) that Revenue Divisional Officers and Deputy Tahsildars who have an "executive bias" should not try criminal cases,

(3) that Stationary Sub-Magistrates are recruited mainly from clerks and are therefore not of sufficient intellectual calibre to be efficient judges and as their prospects depend on the Collector-District Magistrate are likely to subordinate their own views to what they assume to be the views of the District Magistrate.

For this purpose they ask—

(1) that the control of the subordinate magistracy should be transferred to some authority independent of the Collector-District Magistrate either the District and Sessions Judge or some officer appointed as his assistant for the purpose,

(2) there should be separate officers to discharge the functions of Divisional Officers and Deputy Tahsildars on the one hand and of first-class and second-class Magistrates on the other, and

(3) that Sub-Magistrates should be recruited from the bar and placed under the control of the High Court in the same manner as District Munsifs are.

In the scheme of Mr. R. C. Dutt, I.C.S., framed in 1893, the existing Revenue Divisional Officers and Tahsildars were to be divided half into a cadre of revenue officers and half into a cadre of criminal judicial officers and the latter were to be under the control of the District Judge. In the scheme of Sir Harvey Adamson (Home Member of the Government of India) of 1908, the existing officers were to be similarly divided, but the criminal judicial officers were to be under the control of a Chief Magistrate for the district who in light districts might be an assistant to the District Judge. In the scheme brought forward in 1908–09 in the time of Sir Arthur Lawley (Governor of Madras), there was to be one cadre of revenue officers as in the previous schemes while the criminal judicial service was to be merged with the civil judicial into one service, each officer of which has to exercise both civil and criminal powers at the same time. This combined judicial service was to be under the District and Sessions Judge. In all these schemes, the recruitment of Sub-Magistrates was intended to be from the bar and to be made by the High Court as in the case of District Munsifs.

In accordance with a resolution of the Madras Legislative Council, a Committee to frame a scheme of separation was appointed in 1922. Under the scheme proposed by a majority of this Committee in 1923, there was to be a cadre of executive officers doing mainly revenue work, but attending also to work under Chapters VIII to XII of the Criminal Procedure Code, under which appeals lie to the Sessions Judge *(this is a feature common to many schemes); and there was to be one service of judicial officers who were divided into two branches—criminal judicial and civil judicial. A member of this service* was to exercise only criminal or only civil powers at a time but he could from time to time be posted to either branch. The Criminal judicial officers were to be under the control of an assistant to the Sessions Judge. They were to be recruited from the bar and after two or three years to be merged in the cadre of District Munsifs. The control over the recruitment was to vest in the High Court.

The Madras Government as then constituted did not agree in the recommendations of the majority report and expressed itself tentatively as in favour of a scheme under which second and third class Sub-Magistrates were to be abolished as quickly as possible, partly by transferring the simpler cases to Bench Courts and Honorary Magistrates who were to be largely increased and partly by transferring the more important cases to Stationary First-class Magistrates who were to replace the Stationary Second-class and Third-class Magistrates. The administrative control of the Subordinate Magistrate was however to continue with the Collector-District Magistrate. Such a scheme, it will be noted, would, when completed, separate the two functions as exercised by all officers under the District Magistrate.

The Legislative Council discussed the majority report of the Committee of 1922 as also the scheme suggested by the Government at its meeting on 24th March 1924 and by a majority of 65 against 16 decided in favour of the majority report of the Committee. The question as to what changes may be made in regard to this demand for separation has been pending with the Secretary of State for India.

The two schemes—that of the majority report (call it A) and that suggested by the Government (call it B) may be compared thus:—

(1) In both it is intended that the same officer should not exercise both executive and judicial functions. But in A, the separation is to be carried out immediately by allotting about half the present number of Revenue Divisional Officers to the discharge solely of revenue functions, the revenue jurisdiction of each such officer thus extending over about double the present area and the remaining half supplemented by another Magistrate for each district to be converted into Stationary First-class Magistrates. In B, Stationary First-class Magistrates are to be appointed only when the abolition of the present Stationary Sub-Magistrates of the second and third class becomes possible through the extension of Bench Courts and Honorary Magistrates. When that state is reached it may be possible to increase the jurisdiction of Revenue Divisional Officers but that will be determined on administrative considerations and not on purely theoretical assumptions as in scheme A. Further, scheme B is to be extended gradually after examining its working in selected districts or thickly populated areas of such districts.

(2) The main difference between schemes A and B is that in A the District Magistrate has no control over the magistracy but a separate officer of nearly the same status is employed for the purpose. In B, the District Magistrate continues in control over the magistracy.

The arguments adduced in favour of the District Magistrate having the administrative control over the subordinate magistracy are as follows:—

(*a*) At present, Magistrates subordinate to the District Magistrate, including Taluk and Stationary Sub-Magistrates, have the duty of taking preventive measures and quelling disturbances of the public peace. Under scheme A, the Stationary Magistrates will not have that duty and the number of Subdivisional Magistrates will be cut down to about half but the Collector-District Magistrate will be still charged with the duty of maintaining public peace and order. Deprived as he will be of half his present staff of Subordinate Magistrates, he will not be able to carry out his responsibilities for peace and order effectively.

(*b*) The administration of justice is bound to affect for good or for evil the maintenance of peace and order. A weak Magistrate may write a judgment which is legal but yet which is an incitement to crime. The creation of a magistracy which is in no way responsible for peace and order is a retrograde step.

(*c*) The District Magistrate's control over calendars has been the main instrument for securing the prompt disposal of cases. If it is transferred to the District Judge unless the efficiency of control over criminal cases differs largely from that evidenced in civil cases in the Judicial Department, there will be a change from reasonably prompt disposal to grave delays which in criminal cases means frequently a denial of justice. The long delay that now occurs in civil cases is well known.

(*d*) Control has to be exercised over Subordinate Magistrates by some authority. The function is more executive than judicial. The District Magistrate may well exercise this control. The provision of two sets of Magistrates subordinate to different controlling authorities may lead to friction.

The arguments on the other side are—

(*a*) The occasions when action under the security sections (Chapters VIII to XII of the Criminal Procedure Code) or for quelling riots is taken are few. The staff of executive officers under the Collector should be adequate for those occasions.

(*b*) The results of justice as administered by Subordinate Magistrates under the guidance of an experienced judicial officer like the District Judge or his assistant need not have detrimental effects on peace and order.

(*c*) It should be possible to avoid undue delays in any cases—criminal or civil—by the provision of adequate supervision.

(*d*) The Collector-District Magistrate who has the responsibility for the smooth and efficient running of various Government departments naturally tends to exercise his direction of Subordinate Magistrates in such a way as to help the administration. The District Magistrate with his control over the Police may have a bias in favour of cases charged by the Police. Particularly in regard to political movements, about which there may be strong difference of opinion between the Government and the people (e.g., Non-co-operation), the opinions of the Government which may be expressed through the District Magistrate are likely to bias Subordinate Magistrates against persons holding opposite views. If an officer like the District Judge or his assistant who has no responsibility for general administration controls the subordinate magistracy, extra-judicial considerations will not enter into the exercise of his control.

(3) In A men with legal training are to be recruited as magistrates while in B men with administrative experience are to be so recruited. It may be well maintained that common sense and a practical knowledge of men are of more value in dealing with criminal cases than a pure legal training.

3. The weak point in the arguments of the majority report and generally of those who demand the separation of judicial and executive functions is that their consideration is limited to the effects of their proposal on the Judicial Department but does not take into account its effects on the Revenue Department and on the district administration in general. The effect of the separation of judicial and executive functions must be assessed not only by its effects on the exercise of judicial functions but also on the discharge of executive functions. Scheme A was estimated to cost about Rs. $3\frac{3}{4}$ lakhs a year in excess of present expenditure. This is certainly a grave understatement. The actual cost will be about Rs. 15 lakhs. Even with this cost, the area under the charge of a Revenue Divisional Officer will be nearly doubled. The people in the division will be put to great trouble in coming into touch with him. The fact that the officer has no court work to do in the middle of the day will not enable him to do more field and village inspection which must be carried out in the morning or evening. Check over the work of revenue subordinates will certainly be greatly diminished. In the last few years, several proposals have been made for the abolition of taluks and divisions but in each case there has been bitter complaint against the proposed abolition. The number of people who have business with revenue officers is very much larger than that of those having business in criminal courts. While therefore the separation to the degree proposed in A gives to persons concerned in criminal courts advantages mainly theoretical, a much larger number of people having revenue business will suffer inconvenience. To keep the number of revenue officers unchanged while appointing separate Magistrates will mean prohibitive expenditure. The only way to secure a sufficient number of separate Magistrates without increased cost is to abolish Revenue Divisional Officers entirely, but this, in the opinion of experienced administrators, will be disastrous in that the district officers will be too few to keep personal touch with the people in the districts. Further, the Revenue Department has a large subordinate establishment which looks forward to promotion as Sub-Magistrates and then as Tahsildars and as Deputy Collectors. To deprive them of these prospects of promotion would demoralize the Revenue Department. The Revenue and Magisterial Departments have been built up for over a century as one organic department and under scheme A the administrative revolution to which it would give rise is entirely ignored, a revolution which will accelerate the disintegration of the whole system of district administration. That system has been built up as an organic whole. The Collector is its pivot. The District Superintendent of Police is his assistant. So is the District Forest Officer. The services of the Executive Engineer are at his disposal. The Abkari Officer is largely dependent on him for help and advice. Officers of the Development Departments can hardly achieve any results without his sympathy and active support. He was the President of the District Board until a few

years back. Under the system of non-official presidents, the want of a trained executive has been felt and proposals have been made in responsible quarters for entrusting the Collector with the executive authority for carrying out the policy laid down by District Boards. In other respects too it can hardly be maintained that the policy of divorcing the head of the district from control and influence over the various branches of administration has had fortunate results or that it has benefited any department to be deprived of the advantage of his all-round experience and trained responsibility. To transfer his magisterial powers to the District Judge or other officer will certainly gravely lower his position in the district and thereby seriously lessen his general value in the scheme of district administration. If in addition to changes which have already been effected the Collector is to cease to be the District Magistrate exercising administrative control over all Magistrates in his district, it will be impossible to disguise the fact that a hitherto unified district administration will ere long be dissolved into a number of isolated departments functioning independently, and relying for any unifying or co-ordinating influence on the problematic working of separate Secretariats at headquarters. The function of the Indian Civil Service as a co-ordinating service will disappear and with it the justification for its continuance. India is at present undergoing a political transformation which of itself gives rise to problems of which as yet no solution has been found. Further to complicate the working out of any solution that may be devised by an administrative revolution of this magnitude might be to invite disaster.

Redistribution of the
Provincial Area

Madras Presidency

REDISTRIBUTION OF THE PROVINCIAL AREA.

A.—Amalgamation of the Oriya-speaking areas in the Madras Presidency with Orissa.

The main area where Oriya is spoken is Orissa which is now a part of the Province of Bihar and Orissa. Oriya is however spoken in adjoining tracts in Bengal, the Central Provinces and the Madras Presidency. The question of the amalgamation of all Oriya-speaking tracts has been under discussion since about the beginning of this century. In 1904, proposals for amalgamation were made and abandoned. The matter was reopened in the Report on the Indian Constitutional Reforms and by the Joint Parliamentary Committee. The view of the Joint Parliamentary Committee was that no change in the boundaries of a province should be made without due consideration of the views of the Legislative Council of the province; they held that any clear report made by a majority of a Legislative Council representing a distinctive racial or linguistic unit for its constitution as a sub-province or separate province would afford, *prima facie*, a case for inquiry by a commission appointed by the Secretary of State and that the opposition of a majority of the provincial Legislative Council to the report of the minority representing such a distinctive territorial unit should not be a bar to the appointment of such a commission of inquiry.

In 1920, a resolution was moved in the Legislative Assembly by Mr. S. Sinha of Bihar in favour of the amalgamation of the Oriya-speaking tracts in Madras, Bengal and the Central Provinces with the Orissa division of Bihar and Orissa. The Government of India promised an enquiry and the resolution was not pressed. In November 1921, a resolution favouring amalgamation was moved and carried without a division in the Bihar and Orissa Council, the spirit of the resolution being accepted by the local Government. In December 1921, Mr. Sasibhushan Rath brought forward a resolution in the local Legislative Council proposing that a mixed official and non-official committee be appointed "to advise the Government to formulate a reply to the reference of the Government of India on the subject of the amalgamation of the Oriya-speaking tracts under one administration". The form of the resolution was not such as to lead directly to a discussion of the main issue, and the debate was chiefly directed to the question whether at that particular juncture it would be appropriate to appoint a mixed committee to enable the Government to make up its own mind on the subject. It is, however, worth noting that speakers on both sides in the debate contemplated expressly that, before any decision was taken, an opportunity would be given for

the local legislature to express its views directly on the issues involved, while it is evident from the remarks of some of the speakers that what they had in their minds was the formation of an Oriya Province and not merely the annexation of the Oriya tracts to Bihar and Orissa. The mover, moreover, definitely assumed that the proposals of the Government of India would eventually be laid before the local legislature whose views, *inter alia,* would be weighed by a Royal Commission of enquiry appointed to investigate the whole subject. The debate, however, was wholly infructuous as a means of eliciting the Council's views of the main issue; and the resolution was withdrawn by the mover. There followed a period, so far as the public were concerned, of silence on the subject broken only by occasional interpellations as to the progress of the inquiry in the Legislative Assembly and the Legislative Council.

In 1922, this Government published for public criticism the information on the subject furnished to the Government of India but this failed to awaken any sort of interest. The absence of criticism affords strong evidence of the absence of any general desire on the part of the Oriyas of this Presidency for amalgamation with other areas in which this language is spoken.

In February 1927, a resolution was moved in the Legislative Assembly in favour of placing all Oriya-speaking tracts under one local administration. Speakers in favour of the motion made it clear that what they really wanted was a separate province for the Oriyas but that as a step thereto they would now be content with having all the Oriya-speaking areas included in one province. The Home Member said that the formation of a separate province was a large question on which a decision would probably only be taken as a result of reference to the Statutory Commission but that the question of amalgamating the Oriya-speaking tracts with the Ganjam district of Madras Presidency was being considered. The resolution was withdrawn.

In 1924, the Government of India appointed the Phillips-Duff Commission to ascertain from local inquiry the attitude of the Oriya-speaking population of the Madras Presidency towards the question of amalgamating their area with Orissa. Messrs. Phillips and Duff formed the conclusion that there was "a genuine, long-standing and deep-seated desire on the part of the educated classes of the Oriya-speaking tracts of the Madras Presidency for the amalgamation of these tracts with Orissa under one administration."

The Government of India in their letter No. F. 33/25, Public, Home Department, to the Chief Secretary to the Government of Bihar and Orissa, stated that they accepted the view of the Government of Bengal that the Oriya-speaking area in Bengal need not be transferred to Orissa.

In the Madras Presidency, the Oriya-speaking population are distributed in the following taluks in the Vizagapatam and Ganjam districts:—

—	Telugu.	Oriya.	Total.
Vizagapatam.			
(*a*) Nowrangapur	1,291	142,350	170,492
Jeypore	3,963	140,879	162,156
Koraput	912	37,398	56,548
Total ..	6,166	320,627	389,196
(*b*) Malkangiri	3,976	22,932	53,731
Padwa	43,559	35,841	101,867
Pottangi	5,895	32,808	80,864
Total ..	53,430	91,581	236,462
(*c*) Bissamcuttack	7,310	20,890	61,844
Rayagada	14,815	18,314	128,997
Gunupur	35,227	22,304	122,077
Total ..	57,382	61,508	312,918
Ganjam.			
(*d*) Chicacole	261,368	10,817	273,609
(*e*) Aska	10,488	164,402	178,418
Gumsur	4,211	148,909	161,962
Kudala	9,100	160,883	171,975
Surada	294	17,405	193,341
Chatrapur	29,637	129,568	159,580
Total ..	53,730	621,167	685,276
(*f*) Berhampur	107,096	160,248	275,454
Ichchapuram	26,171	47,589	74,566
Total ..	133,267	207,837	350,020
(*g*) Parlakimedi	188,927	50,775	274,034
Tekkali	118,692	14,588	137,261
Sompeta	78,801	26,606	109,369
Total ..	386,420	91,969	520,664
(*h*) Gumsur-Udayagiri	32	16,792	78,013
Ramagiri	3,341	53,326	148,957
Balliguda	34	32,952	105,928
Total ..	3,407	103,070	332,898

The Government of India agreed with the Government of Madras that (*a*) and (*b*) of Vizagapatam should not be transferred from Madras. They also provisionally agreed that taluks (*c*) of Vizagapatam need not be so transferred either. In regard to Ganjam, the Government of India were provisionally of opinion that taluks (*e*), (*f*) and (*h*) (with the possible exception of the

southern part of Ramagiri taluk) should be transferred from Madras. As regards taluks (*g*), they asked the Government of Madras information as to the wishes of the Telugu inhabitants of those taluks.

In reply, the Government of Madras pointed out that the value of the report of the Phillips-Duff Commission was vitiated by the limited tenour of the reference made to it, that as a logical complement a fresh commission should be appointed in order to collect the further information desired by the Government of India in regard to the wishes of the Telugu-speaking population of the affected taluks in Ganjam and that the Madras Government would be ready to place one of its officers at the disposal of the Government of India to undertake the inquiry if so desired. The Madras Government further pointed out that the Government of India had apparently accepted the transfer of the northern taluks of Ganjam on the authority of the Phillips-Duff Commission but that the former could not give confidence to a report framed without consulting the Telugu-speaking population and based on a confusion of the issues—namely, whether the taluks of Ganjam were to be added to the Orissa division of Bihar and Orissa or whether a new Orissa Province should be formed of all Oriya-speaking tracts. Further it is admitted by the supporters of the transfer that the addition of the Ganjam taluks to Orissa division will not content them ultimately and that what they really demand is a separate province. Such being the real motive, it appears to the Madras Government that it is very undesirable to prejudge the real issue by allowing the amalgamation of a few taluks of Ganjam with the Orissa division and raise hopes which might be doomed to disappointment. It is possible that the Oriyas desire to have a separate province. It may well be doubted whether such a province is possible for financial, if for no other reasons. But it is obvious that with this question of a separate Oriya Province is bound up the whole policy of creating provinces on a linguistic basis all over India. The argument of sentiment upon which the proposal for an Oriya Province is chiefly based can be applied with greater force to Telugus, Kanarese or Mahrattas. The Madras Government suggested that the question of forming a separate Oriya Province was one to be considered by the Statutory Commission. They expressed their opinion that no reasonable case was made out for the amalgamation of any part of Ganjam with the Orissa division.

It was further pointed out that the Madras Government had sunk about Rs. 47 lakhs in the Rushikulya Irrigation System. They pay Rs. 1,57,134 annually in interest to the Government of India on advances included in the above figure of capital outlay. Further there are Public Works Department buildings to the value of Rs. 10 lakhs approximately in the taluks proposed or suggested for transfer. In addition to this, the Government have expended about Rs. 4½ lakhs on the Russellkonda Saw Mill. Of

this Rs. 4 lakhs has been met from loan funds and is subject to interest at 5 to 6 per cent. The Madras Government stated that "they should be reimbursed all such capital expenditure.

The Government of India in their letter No. F.16/27-Special, dated the 6th February 1928, have stated, after further consideration, that they have come to the conclusion that substantial progress towards a final decision on the treatment of the Oriya-speaking tracts cannot be attained except by the agency of a special *ad hoc* Commission such as was contemplated for cases of this description by the Joint Select Committee of Parliament and that no premature action should be taken with which any recommendations that may be made by the Statutory Commission may be inconsistent. The Government of India dropped their suggestion for ascertaining the views of the Telugu population in the affected Ganjam taluks and left it to Madras to ascertain the view of the Telugus.

As regards financial adjustments, the Government of Bihar and Orissa calculated that the proposed transfer would lead to a deficit of Rs. 11¼ lakhs a year and they looked to the Government of India to assign the amount to them from the latter's resources. The Government of India have pointed out that the proposed transfer can create no claim against central revenues. They recognize, however, that there might be a need for revision of the Meston Settlement—a subject which would likely be dealt with by the Simon Commission. In regard to Public Works buildings, the Government of India thought that the claim of the Madras Government did not lie. But they admit the correctness of the claim in regard to capital outlay on irrigation and other projects and the interest thereon.

2. The difficulties alleged by the Oriyas of Ganjam before the Phillips-Duff Commission in regard to their present position may be summarized thus:—

(1) *Administrative difficulties.*—(*a*) There are few Oriya officers in superior grades of Magisterial and other services. Telugu officers posted to Oriya-speaking areas frequently do not know Oriya. The quality of their work thereby suffers and Oriyas are put to much inconvenience even when the Court language has been officially declared to be Oriya.

(*b*) There is a vast preponderance of Telugu clerks in all Government offices in Ganjam.

(*c*) Notices and summonses even when printed in Oriya are frequently filled up in Telugu.

(*d*) Postmasters and post-peons are frequently Telugus and they cannot read the addresses of letters in Oriya.

(*e*) Canal officials are mostly non-Oriyas and their want of knowledge of Oriya puts ryots to great difficulties in obtaining water.

(*f*) The distance of the High Court at Madras is a great handicap to the litigant public and the absence of Oriya-knowing lawyers at Madras necessitates appellants taking with them at great expense pleaders or other interpreters from Ganjam. These difficulties will disappear if the Oriya-speaking tracts come under the jurisdiction of the Circuit Court at Cuttack.

(2) *Difficulties in regard to local bodies.*—(*a*) The Oriyas are not adequately represented in local boards.

(*b*) Debates in mixed boards of Telugus and Oriyas are conducted in English and have them to be explained in Oriya and in Telugu to members who do not know English. This causes much waste of time and misunderstanding.

(*c*) Racial jealousies of Telugu and Oriya members lead to waste of time through useless argument.

(3) *Co-operative credit societies.*—These are handicapped in Oriyā areas by the fact that the central banks are entirely Telugu and the superior control of the societies is also Telugu. The forms used are also in Telugu.

(4) *Education.*—(*a*) Teachers in the higher class schools are mainly Telugus. They cannot use Oriya in explaining subjects to the students.

(*b*) There are no text books in Oriya for non-language subjects.

(*c*) It is difficult for Oriya students to go to Madras for higher education.

(5) *Medical difficulties.*—Doctors being mostly Telugus do not understand what Oriya patients complain of.

(6) *Deterioration of language and customs.*—(*a*) It is stated that owing to the influence of Telugu and through inadequate education, the Oriya language as spoken in Madras is rapidly deteriorating.

(*b*) The religious festivals of Oriyas have nothing in common with those of the Telugus and the Oriya holidays are very inadequately recognized in the Madras calendar.

The above allegations are no doubt well grounded to a certain extent, but it would be easy to exaggerate any actual hardships. It is generally admitted that the Government of Madras and the district officers of Ganjam have in the past 15 years or so done their best to make conditions easier for the Oriyas by granting them concessions such as the introduction of Oriya as the sole or an alternative court language in predominantly Oriya taluks, the direction that a greater proportion of Oriyas be employed in Government offices in such taluks, the nomination of more Oriya members to local bodies and the reduction of fees to Oriya school boys. But it is also asserted that these concessions are not effective owing to the continued influence of Telugu officers and employees. It is feared that under the Reformed Government the position of a minority like the Oriyas will change for the worse.

3. As indicated above, the Madras Government consider that there is a great difference between a proposal to amalgamate taluks of the Ganjam district with the Orissa division of Bihar and Orissa (with its large non-Oriya elements) and a proposal to form a separate Oriya Province. They do not consider that the former is a necessary or desirable preliminary to the latter. The real issue is in regard to the latter and its consideration is the logical procedure if the amalgamation of Oriya tracts is to be pursued. Anything less is a mere half measure and as such is to be condemned. The difficulties urged by the Oriyas of Ganjam are generally capable of being set right by administrative means and this can be done only gradually. They do not justify that ties and associations which have grown up during the past century and more should be disturbed. The taluks proposed for transfer were determined by the language test alone. But this test is not conclusive. The real test is that of caste, sect and religious associations and if it be applied it is likely that a much smaller area can alone claim to be Oriya. Again, the Ganjam Agency tract is not an Oriya area. The aboriginal inhabitants have no affinities either ethnic or linguistic with the Oriyas. The chief tribes are Khonds who are Dravidian and Savaras who are Kolarian and both count large numbers in the taluks of Vizagapatam district which are to be left to Madras. The Oriya inhabitants of these taluks are mere birds of passage. If only the southern part of Ramagiri is left to Ganjam, the Savaras will be "dismembered" in the attempt to amalgamate the Oriya area.

For these reasons, the Government of Madras are definitely opposed to the proposal for the transfer of taluks from Ganjam to the Orissa division of Bihar and Orissa.

On the larger question of the formation of an Oriya Province, the Madras Government have not the materials to judge whether such a proposal is financially or administratively practicable. It would be, in any case, inexpedient to discuss the question except as part of a general proposal to remodel the provinces of British India on a linguistic basis.

B.—The Formation of an Andhra Province.

The Madras Legislative Council passed a resolution on 14th March 1927 in favour of the formation of the contiguous Telugu-speaking area of the Presidency into a separate Andhra Province. Andhra is an alternative name for Telugu. The resolution was passed by 40 votes against 32. Neutrals were 6. Of the members representing Telugu-speaking areas, 17 voted for the motion and 5 against it. Six were neutral.

A similar opinion was expressed by the Council in reference to a token cut of the budget demands on 19th March 1928. Forty-four members voted for and 20 members voted against the formation. Twenty-nine were neutral. Of the members who represented

Telugu-speaking areas, 22 voted for and one voted against. Five were neutral. The total number of members representing Telugu-speaking areas were 40 in 1927 and 43 in 1928.

The demand for an Andhra Province was first voiced at the Andhra Conference held in Guntur district in 1913 and has been repeated in successive Andhra Conferences. The record of discussion in the Madras Legislative Council on the 14th March 1927 was forwarded to the Government of India. The Government of Madras did not consider it necessary to examine the proposal at that stage.

The claim for an Andhra Province is based on the existence of twelve contiguous districts speaking the same language with a common culture and common historical traditions. It is admitted by its supporters that a small Oriya-speaking area at the extreme north and a small Kanarese-speaking area at the extreme west may, if those people desire, be added on to Orissa and the Karnatak districts of Bombay respectively.

The Telugu-speaking districts have an area of 85,481 square miles with a population of 17,253,361. The total area of the Presidency is 144,791 square miles and its population is 42,318,985. The income from land revenue derived from the Telugu districts is nearly half of the total for the Presidency.

A separate University for the Telugu districts has been recently constituted with Bezwada as its headquarters. There is a proposal to change the headquarters but no final decision has been arrived at owing to the clash of local partisans.

2. The following arguments have been advanced for the formation of an Andhra Province:—

It is contended that the development of the Telugus is being retarded by their being grouped with the Tamilians and others in one province. The Malayalis are confined to one district, Malabar and the Kanarese to the district of South Kanara and a part of Bellary. The bulk of the population, barring the Malayalis and the Kanarese, is made up of roughly half of Tamilians and half of Telugus. These two peoples have differences of culture and qualities. They have taken to English education in different degrees, the Tamilians having started earlier owing to the proximity of Madras and the starting of railway communication with Madras earlier in the Tamil than in the Telugu districts. On the whole, the interests of the Tamilians in the province have in fact been better attended to than those of the Telugus. One reason which perhaps helped in starting the Andhra movement was the fact that the Government services in the Telugu districts were largely manned by Tamilians.

The distance of the capital Madras from the bulk of the Telugu districts has been, it is said, a disadvantage to the Telugus. It is, however, equally distant from the bulk of the Tamil districts.

Differences of characteristics and culture as well as the large size of the province make it difficult, it is said, for large schemes being adopted by the Government as some part or other of the Presidency may find such schemes unsuitable. It was pointed out in March 1928 by Members of the Legislative Council belonging to the depressed classes that the feeling against their community is nothing like so strong in the Telugu districts as in the rest of the Presidency and that with an Andhra Province measures for the amelioration of their position could be taken more quickly and more effectively than was now the case. Development schemes relating to the Telugu districts now tend, it is said, to be neglected and big schemes like the Mettur and the Pykara schemes in Tamil districts are taken up. If there were a separate Telugu Province, schemes like the Kistna and the Tungabhadra projects would, it is thought, be taken up and pressed forward.

Again it is contended that the Telugus forming a sufficiently large body of men with a common language and culture feel that they cannot develop and emphasize the special qualities of their culture except by being a separate political and administrative unit. The development of Telugu culture is possible only by education being imparted through the medium of Telugu and by public business being conducted in Telugu. So far as education is concerned, the Andhra University has appointed a Committee on the question of imparting education in Telugu. This Committee has recommended that education in non-language subjects should be imparted in Telugu up to and including the Intermediate examination of the University, such change being started with the IV form in July 1929. The change has not yet been recommended for the B.A. degree owing to the difficulties of men educated for the B.A. through Telugu finding places in the public services. But the vernacularization of education when carried out will tend to the introduction of the vernacular as the language of public business. The conduct of public business in Telugu will be possible only in a separate Telugu province. There has been a quickening of life in the Telugu districts in social and political matters and a modern Telugu literature is growing. The Telugus believe that the realization of their special culture is not only due to themselves but will also be a contribution to the life of India.

It is further contended that the province of Madras is too unwieldy for democratic Government by one Assembly where half the members know little of the language and conditions of the other half.

Next, as regards the cost of forming a new province it is urged that in a large number of departments the officers at the head may be without difficulty rearranged into officers of two provinces. For instance, the High Court may be split up into two halves; the Director of Public Instruction and his deputies may be replaced by two directors for the two provinces. The main bodies of the

services can easily be split up. There is bound to be some initial cost in the shape of buildings. The cost will not be prohibitive and such excess as must be met is worth while in view of the advantages derived for the development of the Telugus.

The Indian National Congress has recognized the Telugu districts as a separate provincial area for purposes of its organization.

3. As against these arguments, the following arguments are urged for not forming a separate Andhra Province:—

The question of the Andhra Province should not be taken up by itself but only as a part of a general scheme of linguistic provinces. The formation of an Andhra University does not necessarily imply the need for a separate province. The same province may have different cultural needs in different areas but not necessarily different political or administrative needs. From the political or administrative standpoint, there is no strong need for a separate Province of Andhra. On the other hand, the division is politically undesirable inasmuch as it will accelerate separatist tendencies among the people. Emphasis on the vernaculars and gradual disuse of English may weaken the common bonds of India and retard the realization of a self-governing India. The cost of new officers and offices is bound to be large. Such difficulties as the Telugus complain of, e.g., as regards representation in public services, can be set right by administrative means. The Government have tried in recent years to provide sufficient places for Telugus in technical schools and colleges. The argument based on the alleged neglect of irrigation schemes is obviously baseless. The great irrigation works on the Godavari and Kistna deltas were planned and carried out before any considerable similar work was executed by the British Government in the Tamil areas. Further schemes in connexion with the Tungabhadra and Kistna rivers are delayed partly because of political reasons as they affect the neighbouring State of Hyderabad, and partly because of the enormous cost and comparatively small returns realizable.

Communal Disorders

Madras Presidency

A.—TABULAR STATEMENT OF COMMUNAL DISORDERS

COMMUNAL DISORDERS IN

A.—TABULAR STATEMENT

Serial number, place and date of disorder. (1)	Cause of the disorder. (2)	Nature of disorder. (3)
1. Pamidi, Anantapur district, 3rd February 1907.	Hindu-Muslim tension—Hindus refused to place 'pirla chavadi' (i.e., a hall) at disposal of Muhammadans to perform 'Ashura' festival. Sub-Magistrate of Gooty intervened and gave possession of 'pirla chavadi' to Muhammadans. Muhammadans prolonged festival. Hindus attempted to sacrifice sheep on a stone near mosque contrary to custom. Muhammadans resented.	Anticipating breach of peace, the Sub-Magistrate prohibited sacrifice. Hindus defied and assembled in large numbers. Muhammadans also collected.
2. Kottakuppam, South Arcot district, 7th October 1908.	Strained feelings between Muhammadans of Kottakuppam and Hindu fishermen of adjoining French territory over French elections. Immediate cause was the assault by the latter of some Muhammadan children for accidentally damaging some fishing nets.	Five hundred French subjects were opposed by some 300 Muhammadans. A shop in British territory and a house in French territory were looted. Stones freely pelted.
3. Nambuthalai, Madura district, 26th October 1909.	Longstanding strained feelings between Muhammadans and Padayachi fishermen. Immediate cause was refusal of a Padayachi woman to part with her fish for price offered by a Muhammadan and consequent assault on her and her husband.	A number of Muhammadans collected and terrorised the fishermen who with their wives and children put out to sea in boats and escaped. Next morning Muhammadans looted, dismantled and burnt some 87 of fishermen's houses.
4. Kandukur, Nellore district, 25th September 1911.	Hindu-Muslim tension, Ramzan and Dussarah clashed. Subdivisional Magistrate passed orders under section 144, Criminal Procedure Code, regulating worship in Hindu temple and passage of Muhammadan procession with music past Hindu temple. Muhammadans contravened order.	Inspector of Police who attempted to get the name of a drummer boy was severely injured.

THE MADRAS PRESIDENCY.

OF COMMUNAL DISORDERS.

Steps taken to suppress it. (4)	Casualties to parties and police. (5)	After effects. (6)	Preventive measures taken for the future. (7)	Special praise or blame to officers concerned. (8)
Sub-Magistrate ordered fire.	Police : Nil. Parties : 1 Hindu killed and 1 injured.	No further trouble anticipated.	..	..
Attempts at peaceful methods by the French and British police failed. Fire was opened. French Governor arrived on scene and crowd dispersed.	Police : French 1 injured. British : Nil. Parties : 1 Muhammadan (British subject) killed and 8 injured. French rioters : Nil.	No further trouble.	..	..
..	..	.. ..	Additional police was posted and its cost and compensation for damage recovered from the Muhammadans.	
..	Police Inspector injured. Parties : Nil.	..	..	Subdivisional Magistrate who did not appear on the scene though asked by the Sub-Magistrate to do so was reduced to a ministerial post. Sub-Magistrate who fled when the Inspector fell down was reverted to his permanent clerical post. Inspector's conduct in dividing his men was considered unsatisfactory. Policemen who failed to come to rescue the Inspector were also punished.

A.—TABULAR STATEMENT

Serial number, place and date of disorder. (1)	Cause of the disorder. (2)	Nature of disorder. (3)
5. Tiruppattur, North Arcot district, 1st January 1912.	Hindu-Muslim tension over right of Hindus to conduct temple lighting ceremony procession with music decreed by civil court. Immediate cause was sacrilege to Hindu temples and wilful delaying of the Muhammadan procession so as to clash with Hindu procession contrary to arrangement agreed upon.	Joint Magistrate hastened the Muhammadans when he and Sub-Inspector and 4 constables were attacked. There was general riot in different parts of the town and Hindu temples defiled and idols thrown about stripped of their jewels.
6. Berhampur, Ganjam district, 28th February 1912	Trade rivalry between Hindu weavers and Bombay Muhammadan cloth merchants. Immediate cause was the beating by Muhammadans of a Hindu in Muhammadan disguise near a mosque.	Hindus attacked and drove Muhammadans into the mosque. Police Inspector fired. Mob broke, Inspector fled and took shelter in Police station. Mob reformed and looted shops and burnt clothes.
7. Kovur, Nellore district, 18th February 1913.	Hindu-Muslim tension. Music before mosque.	Hindu procession under licence passed mosque. Muhammadans who were assembled for a religious lecture in mosque threw stones. Hindus retaliated.

OF COMMUNAL DISORDERS—*cont.*

Steps taken to suppress it. (4)	Casualties to parties and police. (5)	After effects. (6)	Preventive measures taken for the future. (7)	Special praise or blame to officers concerned. (8)
Reserve forces and military called out and posted at important places and ordered to patrol.	Police : 4 injured. Parties : 1 injured.	..	Additional police stationed at the cost of Muhammadans.	Joint Magistrate was commended for his judgment and resource. Sub-Magistrate who ran away when the Joint Magistrate was attacked was reverted to clerical line. The Inspector of Police, who did not see that the Muhammadan procession was finished by the appointed time and who disappeared when the Joint Magistrate was attacked, was also dealt with. A constable who said he would not fire if ordered was dismissed. Sub-Inspector of Police and a constable were commended.
Crowd dispersed on arrival of Joint Magistrate and Superintendent of Police ; Sub-Magistrate dispersed crowd which attacked Police Inspector's house.	Police : Nil. Parties : 1 injured.	..	..	Taluk Magistrate who did not help Sub-Magistrate in suppressing riot was reverted to his permanent appointment of Deputy Tahsildar and Sub-Magistrate for not less than twelve months. Superintendent of Police blamed for not having a reserve party ready. Inspector of Police was blamed for handling a carbine himself instead of giving command to the Police to fire and for subsequently taking shelter in the Police station. He was also blamed for not firing effectively.
Fire was opened on Hindus and Muhammadans.	Police : Nil. Parties : Hindus 2 died, 13 injured. Muhammadans : Nil.	..	..	Taluk Magistrate and Sub-Inspector of Police commended.

A.—TABULAR STATEMENT

Serial number, place and date of disorder. (1)	Cause of disorder. (2)	Nature of disorder. (3)
8. Chakrapalli, Tanjore district, 25th March 1913.	Accidental. Muhammadans throwing stones on Hindu religious procession.	Hindus stoned by Muhammadans fled in confusion leaving palanquin with idols unguarded. Muhammadans stripped the idol of the jewels and carried away the idols.
9. Gudur, Kurnool district, 30th November 1914.	Hindu-Muslim tension. Immediate cause was the sounding of a temple bell during Muharram.	Muhammadans tried to rush into temple. The District Superintendent of Police prevented two of them and was hit. Stones were pelted at him and head constable.
10. Pattu village, Chingleput district, 18th December 1914.	Hindu-Muslim tension due to loss of certain privileges enjoyed by Muhammadans. Immediate cause was the beating of a Hindu by a Muhammadan.	When news was received about the beating of the Hindu, others came to see him and abused the Muhammadans, The latter collected in large numbers and attacked Hindus and set fire to their houses.
11. Madras, 27th July 1916.	Reservation of Railway compartments for Anglo-Indians.	Free fight between Europeans and Anglo-Indians and Indian students.
12. Chennur, Cuddapah district, 25th October 1917.	Hindu-Muslim tension. Hindu procession with music during Muharram.	7 or 8 Muhammadans concealed themselves in a mosque armed with sticks and swords to fall upon the Hindu procession. This was found out and the men arrested. Before they could be taken to Police custody, Muhammadans rushed and attacked the Hindus and the Police.
13. Kamudi, Ramnad district, 17th September 1918.	Feud between Maravars and Shanars. Immediate cause was beating some 6 weeks previously of a Marava by a Shanar in the market and outraging a Marava woman.	A head constable with a party of 10 men of the Sivakasi force went to meet the criminals who severely injured the head constable and 4 others. Rest returned to station. Criminals burnt and looted shops and set fire to carts and other houses.

OF COMMUNAL DISORDERS—*cont.*

Steps taken to suppress it. (4)	Casualties to parties and police. (5)	After effects. (6)	Preventive measures taken for the future. (7)	Special praise or blame to officers concerned. (8)
Police fired on Muhammadans. Police did not follow procession and so were not present when the idols were snatched away.	Police: Nil. Parties: 2 wounded.	..	Muhammadan leaders and Hindu trustees of temple tried to induce Muhammadans to vacate temple lands near the temple occupied by them.	..
Reserved force arrived and fired on mob.	Police: 2 injured. Parties: Muhammadans 1 died and 10 injured. Hindus 1 injured.	..	..	District Superintendent of Police and his head constable commended.
Police fired on mob which then dispersed.	Police: 1 injured. Parties: Muhammadans 4 injured. Hindus 2 injured.	..	..	Sergeant in command of the Police party stationed at Pattu was blamed for leaving his party at a critical moment and going to Poonamallee to fetch additional police.
..	..	..	Men on both sides prosecuted by the Police.	..
Police fired on the Muhammadans who then dispersed.	Police: 7 wounded. Parties: Muhammadans 3 killed and 9 wounded.	..	One sergeant, 2 head constables and 20 constables of the Armed Reserve and 1 Sub-Inspector and 6 constables were maintained to keep order.	Deputy Magistrate criticised for extending the time originally fixed for Muhammadan procession but commended for handling the situation after the riot broke out. Firing by the Police was considered wild.
Another party of Sivakasi force fired on the mob who fled.	Police: 2 killed and 9 injured. Parties: Not known as killed and injured were taken away by Maravars.	..	Additional police stationed at Kamudi.	District Magistrate, Deputy Superintendent of Police, Inspector and a head constable were commended.

A.—TABULAR STATEMENT

Serial number, place and date of disorder. (1)	Cause of disorder. (2)	Nature of disorder. (3)
14. Walluvanad and Ernad taluks, Malabar district, 7th February 1919.	Mappilla outbreak. Fanatical in character.	One Mappilla with 7 or 8 others killed 5 Nambudiris and 2 Nayars, and burnt a number of houses and portions of two Hindu temples.
15. Nellore town, Nellore district, 22nd October 1919.	Hindu-Muslim tension. Hindu processions with music past Muhammadan mosques.	Muhammadans attacked Hindu procession.
16. Muttupet, Tanjore district, 2nd May 1920.	Hindu-Muslim quarrel over music before mosque.	Two Muhammadan rowdies stopped music played in Hindu marriage procession near mosque. Altercation ensued, two Muhammadans and one Hindu injured. Later Muhammadans gathered and stoned persons assembled for marriage and set fire to a house. Next day one Muhammadan was found dead in a tank and mosque damaged and desecrated.
17. Near Calicut, Malabar district, 1st April 1921.	Interruption of a Khilafat meeting by Hindus.	Rioting and pollution of a Brahman bathing shed.
18. Vadakkalur, Trichinopoly district, 25th and 26th June 1921.	Dispensing with the services of Adi-Dravidas at times of marriage and death by castemen owing to refusal by former to perform certain customary services to the latter.	A bridal party was attacked by Adi-Dravidas in the evening. At night cattleshed in Adi-Dravida quarters caught fire which soon spread to the other huts. Suspecting the castemen, the Adi-Dravidas set fire to castemen's houses. Castemen shut themselves up. Adi-Dravidas assaulted castemen and also prevented men from neighbouring villages from extinguishing fire.

OF COMMUNAL DISORDERS—*cont.*

Steps taken to suppress it. (4)	Casualties to parties and police. (5)	After effects. (6)	Preventive measures taken for the future. (7)	Special praise or blame to officers concerned. (8)
Special police force and Anglo-Indian force from Malappuram raided farm house occupied by fanatics with 2·5 in. gun and shot them.	Police: Nil. Parties: Muhammadan fanatics—9 killed.	..	The son of the leader was made a State prisoner.	All the officers were commended for the promptness with which the situation was handled and further outrages averted.
Police first charged with bayonets and fired on mob who then fled.	Police: Nil. Parties: Muhammadans—2 killed and 1 wounded.	..	Prohibitory orders were being issued under section 144, Criminal Procedure Code, preventing music before mosque. Government have extended one such order till 6th September 1928.	Taluk Magistrate and Police commended. A remark was however made that the Taluk Magistrate ought to have attempted to effect arrests before firing. Deputy Superintendent was condemned.
Police arrived and ordered fire.	Police: Nil. Parties: 1 Muhammadan wounded.	..	Parties agreed to a compromise as to regulation of music.	Sub-Inspector warned by Inspector-General for not observing rules regarding firing on mobs.
..	..	..	The rioters were prosecuted.	....
Authorities could arrive only after rioting was over.	20 castemen and 1 Adi-Dravida injured.	..	..	Action taken against village munsif and talaiyari for not reporting promptly and against Revenue Inspector for moving to a neighbouring village without sending intimation to police though he could have anticipated trouble.

A.—TABULAR STATEMENT

Serial number, place and date of disorder. (1)	Cause of disorder. (2)	Nature of disorder. (3)
19. Odyathur, South Arcot district, 1st April 1924.	Somewhat strained relations between Hindus and Muhammadans. A Muhammadan purchased Hindu carpenter's inam and Hindus prevented the purchaser from entering on the land. Later a Hindu cartman was slippered by a Muhammadan, toll-gate agent, for not paying toll as promised.	General fighting between Hindus and Muhammadans.
20. Saidapet, Chingleput district, 12th October 1924.	Mohammadan pilgrims to Pallavaram throwing stones from trains on persons outside.	The rowdy elements at level-crossings retaliated by throwing stones on trains and entered platform.
21. Uppalur, Cuddapah district, 12th July 1925.	Ill-feeling between Kapus and Togatas over the right to carry torches by day on marriage occasions.	Kapus and Togatas pelted stones at each other. Kapus attempted to attack Togata houses. The latter made preparations to repel the attack.
22. Proddatur, Cuddapah district, 24th July 1925.	Hindu-Muslim tension. Hindu processions with music in the streets of Proddatur.	Muhammadans armed with spears, lathis, etc., advanced towards the temple pelting stones.
23. Chennur, Nellore district, 15th October 1925.	Feud between Kapus (landowners) and Devangas (weavers) caused by the jealousy of the former over the growing wealth of weavers and by the attempt on the part of Devangas to encroach on the privilege of Kapus at the annual jatara and in other matters.	Kapus forcibly entered houses of Devangas and destroyed looms and carried away grain, jewels and cloths.

OF COMMUNAL DISORDERS—*cont.*

Steps taken to suppress it. (4)	Casualties to parties and police. (5)	After effects. (6)	Preventive measures taken for the future. (7)	Special praise or blame to officers concerned. (8)
..	..	There were counter-cases in the Criminal Courts. The accused in both cases were discharged. No ill-feeling between the communities left behind.	..	..
Police dispersed crowd.	..	..	..	
Police opened fire. Taluk Magistrate and Sub-Inspector restored quiet.	Police: Nil. Parties: 1 injured.	..	..	
Puja in the temple and procession of Hindus were ordered to be stopped.	Police: 6 constables injured. Taluk Magistrate also injured. Parties: Nil.	..	Reserve force obtained from other districts and over 100 arrests made. Muhammadans ordered not to assemble in groups of 5 or more. Hindu puja and procession conducted peacefully.	
..	Devangas—6 injured.	..	Police outpost opened and parties bound over.	

A.—TABULAR STATEMENT

Serial number, place and date of disorder. (1)	Cause of disorder. (2)	Nature of disorder. (3)
24. Uttangi, Bellary district, 19th October 1925.	Rivalry between Panchar Lingayats and Sadar Lingayats over the right of the Guru to be taken in procession through Uttangi.	Men from outside villages were brought to obstruct procession. Police went half way through village to meet procession when they were attacked by crowd with stones and lathis. Police opened fire. Mob dispersed. Police went to protect procession and Guru, and Joint Magistrate went in advance to cancel procession and to order them to turn back. Police were again attacked by rioters who wanted to engage with the Guru's party. A Panchachar managed to induce the rioters to return to the village. Certain constables were made prisoners in the village and on threatening the village munsif that he would be held responsible for their safety, they were released. One constable who was about to be murdered was rescued by a vakil.
25. Kalpathi agraharam, Palghat, Malabar district, 31st October 1925.	Attempt of non-caste Hindu converts to Arya Samaj to enter a Brahman agraharam in Palghat	General fighting .. .. ..
26. Punganur, Chittoor district, 10th March 1926.	Hindu procession with music before mosque.	Do. .. .. ..
27. Dindigul, Madura district, Easter Sunday, 1926.	Stone throwing by some Muhammadans on Christian images carried in procession through Muhammadan quarters.	Christians retaliated by entering 2 or 3 Muhammadan houses and causing considerable damage to property.

OF COMMUNAL DISORDERS—*cont.*

Steps taken to suppress it. (4)	Casualties to parties and police. (5)	After effects. (6)	Preventive measures taken for the future. (7)	Special praise or blame to officers concerned. (8)
Vide previous column.	Police: 16 injured. Parties: 3 killed and 14 injured.	..	..	Joint Magistrate, District Superintendent of Police, Deputy Superintendent of Police, Inspector of Police and Tahsildar of Hadagalli, Magisterial clerk of Joint Magistrate and Police force commended.
..	..	..	Certain non-castemen or converts to Arya Samaj from these castes were prohibited to enter agraharam under section 144, Cr.P.C., during car festival at Kalpathi.	
Police fired a few shots in the air and the crowd dispersed.	Police: Nil Parties: 10 injured.	..	For two subsequent processions orders under section 144, Cr.P.C., were passed. Extra police drafted for future procession till compromise was effected between the parties.	
The Joint Magistrate and the Assistant Superintendent of Police with 6 constables managed to disperse the crowd and take the procession to its destination.	Police: Nil. Parties: 4 injured: 2 Muhammadans and 2 Christians.	..	..	The Joint Magistrate and the Assistant Superintendent of Police commended.

—TABULAR STATEMENT

Serial number, place and date of disorder. (1)	Cause of the disorder. (2)	Nature of disorder. (3)
28. Kotakandugur, Sirvel taluk, Karnool district, 27th April 1927.	Chindu dance by Kapas which offends the Malas	When procession started, Mala women and children obstructed. Mala men armed with spears and sticks assumed threatening attitude and were determined to stop procession.
29. Kaveripatnam, Salem district, 16th January 1928.	Bull play with music near a temple adjoining a mosque.	Stone throwing by Muhammadans and Hindus at each other.

OF COMMUNAL DISORDERS—*cont.*

Steps taken to suppress it. (4)	Casualties to parties and police. (5)	After-effects. (6)	Preventive measures taken for the future. (7)	Special praise or blame to officers concerned. (8)
Peaceful methods were of no avail. Magistrate in consultation with Deputy Superintendent of Police and the Sub-Magistrate prohibited beating of drums in the procession. The Kapas refused to carry on procession without tom-tom and abandoned it.	..	..	..	
Police made a few arrests and bull play was stopped.	..	..	District Magistrate decided to stop bull play in future.	

B.—THE MALABAR REBELLION OF 1921–22.

The rebellion was a result of the unrest produced by the Non-co-operation and Khilafhat movements. Both of them sought to produce disaffection towards the Government. The Mappillas of Malabar are ignorant and fanatical. There have been outbreaks among them on a small scale several times in the last century due to fanaticism and agrarian trouble. In 1920, Khilafhat committees were formed in Malabar as in other parts of India. The leaders of these committees were mostly priests. They preached that the Amir of Afghanistan would come to overthrow the British Government, that the Mappillas should help Gandhi and the Ali Brothers and that Government officers should be murdered and British Courts boycotted. Volunteer forces armed with knives, spears and sticks were formed in several places in South Malabar.

There were hostile demonstrations by a crowd of 2,000 Mappillas against the Police on the 1st of August 1921 at Pukkothur. The Police could not carry out their duties. On the 20th of August the District Magistrate with a party of Police and troops went to Tirurangadi to arrest the leader of the Mappilla Khilafhatists—Ali Mussaliar. They were attacked by a mob of more than 3,000 Mappillas marching with a Khilafhat flag. Mr. Rowley, Lieut. Johnstone and a head constable were killed. Some of the mob were killed. This was the beginning of the rebellion.

The next morning, the District Magistrate, the Deputy Inspector-General of Police and the District Superintendent of Police left Tirurangadi and with difficulty and after marching along a railway line reached Calicut. On the 22nd of August, Ali Mussaliar installed himself as "King" at Tirurangadi. At Pandikkad, the local Khilafhat president divided the country into "Khilafhat kingdoms" and appointed "Rulers".

The area affected in the rebellion was South Malabar with the taluks of Ponnani, Walluvanad, Ernad and Calicut. Between the 21st and 25th of August, most of the public offices in Ernad, Walluvanad and Ponnani were attacked, a very large number of Hindu houses were looted and liquor shops burnt, the railway line was broken in many places, most of the main roads were blocked and bridges and culverts were broken. Dacoities were rife. The crowds consisted mainly of Mappillas but in many parts of Walluvanad and some parts of Ponnani they included Hindus (Nambudris, Nayars and Tiyyas), sometimes as leaders. In all cases the cry was that there was no longer a British Government and that they should obey the Khilafhat Government and hand over arms and money and paddy for the Khilafhat use. Cries of " Gandhi-ki-jai " were mixed with " Allaho-Akbar ".

Fighting gangs were organized over the area by the rebels on something of a military basis and Police stations and houses systematically looted for arms. Though Police and other officials had to hide and run for their lives, there were comparatively few

murders of private persons at first. The murder of Mr. Eaton (a planter) was probably not pre-meditated. But the requirements of allegiance to Islam and the Khilafhat soon began to be more rigorously enforced and by the end of September, there had been nearly 50 " executions " for refusal. There would no doubt have been more if the worst rebel areas had not been quickly evacuated by the great majority of Hindus.

Martial Law was proclaimed and the first main force arrived in the field on the 26th of August. There was an engagement at Pukkothur between a column of 100 Leinsters (with Lewis guns) and 70 special Police and some thousands of the rebels. Three hundred rebels were killed. The casualties of the column were 3 killed and 4 wounded. The rebels rushed on again and again in fanatical fury but the result showed that with Lewis guns and proper handling a company of trained troops had not much to fear from any Mappilla attack. On the 30th August, Tirurangadi was occupied. It had been practically deserted except by a few who remained in the mosque. From among these, 24 were killed and 38 including Ali Mussaliar surrendered.

The rebels were probably not prepared to " give battle " anywhere but armed gangs were moving about in east. Garrisons were therefore posted at the important places and two moveable columns pursued the gangs. The rebels adopted guerilla tactics. There were some skirmishes and several more or less successful ambushes of columns on the main roads.

The situation showed little improvement till the middle of October. Though important posts were occupied by troops, the country was still in the hands of the rebels. No roads were safe, rebel spies were everywhere, the few Hindus who remained in the area were given the choice of Islam or death and those suspected of helping the troops were freely murdered. Armed gangs aggregating probably over 5,000 were waging active war. Murders and dacoities were on the increase. Though 700 rebels had been killed and more than 1,000 arrested, much net progress in quashing the rebellion had not been made by the middle of October.

Reinforcements were therefore found necessary. A battalion of Chins and a battalion of Gurkhas arrived in the middle of October. On the 20th of October, there was a fight with the rebels at Pukkothur and 50 rebels killed. Troops were kept in charge of areas. Two companies of Gurkhas with a company of Suffolks tried to engage the rebels but did not succeed in doing so. However they kept the rebels in the hills and made it difficult for them to get food.

Meanwhile the rebel activity in the west showed an increase. On the 14th and 15th of October, the public offices at Arikkod were burnt, the Adhigari (headman) was murdered and during the latter half of the month, the area near Arikkod was the scene of a furious jehad, accompanied by a large number of brutal murders and

forcible conversions. It is reported that one Avoker Mussaliar filled two wells at Puthur with the bodies of some hundred Hindus beheaded for refusing to embrace Islam. Several murders and forcible conversions were reported in the Tirurangadi area.

In the first half of November, Mappillas in certain areas near Malappuram were promised that if they gave active assistance to the authorities in arresting rebels wanted and in preventing gangs from entering their areas, military operations would, if possible, not be carried in their areas; they were also promised that legal proceedings would not be taken against surrenderers against whom there were only charges of action in a subordinate capacity against Government property committed on or before 26th August. There was vigorous rebel action against persons who in any way helped the authorities. Fifteen Hindus who worked with the Gurkhas were murdered on the 26th of October. Rebel activity generally reached its greatest extent and intensity by the middle of November.

Two more battalions of Gurkhas and Gharwalis arrived by the 10th of November. It was then decided to utilise all available forces to arrest the spread of the rebellion westwards and northwards by a large sweeping movement. This was a difficult task. There were skirmishes with small parties but no large gang was engaged. The country is very thick and very hilly and the rebels had little difficulty in eluding the Police and the regular troops alike. However, about a hundred rebels were killed and more were taken prisoners in the first week. Many houses were destroyed. The hills were reached by the 25th.

Meanwhile on the 14th of November, 2,000 rebels attacked and entered the post at Pandikkad. They were repulsed with a loss of 234 killed to the rebels.

The area system was again reverted to by the 1st of December. In the beginning of December, about 170 rebels were accounted for in the Tirurangadi area by the Suffolks and a company of the Wallajabad Light Infantry. On the 8th of December, many rebels were killed by the Chin Battalion at Kallamulla. The rebels had gathered in numbers, about 6,000 in the neighbourhood. A party of them made a successful attack on Pandalur and captured Police arms and ammunition. By the end of December, several gangs surrendered.

At the end of the year, there were isolated gangs alone left. These were mostly captured in the next three weeks. The battalions of Gurkhas and Chins left at the end of January and in February 1922. Two companies of British troops, a battalion of Gharwalis and the special Police were left to deal with the area. Martial Law was withdrawn on the 25th of February and a new ordinance substituted continuing special courts and giving the Military and Police a few special powers required by the nature of the country and the rebels remaining to be dealt with.

Services

Madras Presidency

A.—STATEMENT SHOWING THE REPRESENTATION OF THE VARIOUS COMMUNITIES IN THE GOVERNMENT SERVICES ON THE 1st OF APRIL 1900, 1910, 1920 AND 1927.

APPEN

Statement showing the representation of the various communities in the

NOTE.—For the purposes of this statement officials holding permanent appointments in Government mentioned, but officials on duty outside the

Services.	Years.	Gazetted officers—All-India Services.							Gazetted officers—Provincial Services.						
		B.	N.	D.	M.	E.	C.	O.	B.	N.	D.	M.	E.	C.	O.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
1. Members of Government.	1900 ..	..	..	..	..	3	..	..	..	..	..	..	..	..	..
	1910 ..	..	..	..	..	3	..	..	..	..	.	..	..	..	..
	1920 ..	1	..	..	..	3	..	..	..	..	..	..	..	..	..
	1927 ..	1	3	..	1	3	..	..	..	..	..	..	..	..	..
2. Secretariats ..	1900 ..	..	..	..	..	11	..	..	..	..	..	..	1	..	..
	1910 ..	..	..	..	..	10	..	..	1	..	..	..	2	1	..
	1920 ..	2	..	..	..	12	..	1	2	1	..	..	3	2	..
	1927 ..	2	1	..	..	10	..	..	6	1	..	1	..	1	..
3. Legislative Council Office including the President.	1900 ..	Constituted in December 1920.							..	..	..	..	..	..	..
	1910 ..								..	..	..	..	..	..	..
	1920 ..								..	..	..	..	..	..	..
	1927 .	.	..	..	..	..	..	..	2	1	..	..	..	..	..
4. Staffs of Private Secretary to His Excellency the Governor and Military Secretary to His Excellency the Governor.	1900 .	..	..	..	..	2	..	..	..	..	..	..	..	..	..
	1910 ..	..	..	..	..	2	..	..	..	..	..	..	..	..	..
	1920 ..	..	..	..	..	2	..	..	..	..	..	..	..	..	..
	1927 ..	..	..	..	..	2	..	..	..	..	..	..	..	..	..
5. Members of the Board of Revenue, Secretary, Board of Revenue and Collectors including Subordinate, Assistant and Deputy Collectors.*	1900 ..	1	5	..	..	108	..	1	43	18	..	7	11	2	1
	1910 ..	4	2	..	.	109	2	1	30	13	..	10	9	3	..
	1920 ..	4	2	..	1	87 (a)	3	..	62	27	..	16	20	3	..
	1927 ..	15	9	..	1	66 (b)	2	..	58	25	..	9	7	18	1
6. Survey Department.	1900 ..	..	..	..	..	..	..	..	1	1		..	†11	..	..
	1910 ..	..	..	..	..	..	..	..	4	1	..	..	†10	..	..
	1920 ..	..	..	..	..	..	..	..	8	..	..	..	† 6	1	..
	1927 ..	..	..	..	..	..	..	..	6	3	..	..	† 7	..	..

(a) Decrease in 1920 due to short recruitment for Indian Civil Service during period of War.
(b) Further decrease in 1927 due to the same cause plus larger recruitment of Indians through
* Increase of Provincial officers in 1920 due to general reorganization of Provincial Civil Service
† Represent Europeans and Anglo-Indians locally recruited. Retirement of Anglo-Indian incumbent
B = Brahmans. N = Non-Brahman Hindus. D = Depressed classes. M = Muhammadans.

DIX A.

Government services on the 1st of April 1900, 1910, 1920 and 1927.

services have been taken into account, whether they were actually on duty or on leave on the dates
Presidency have not been taken into account.

Non-gazetted officers on Rs. 100 and over.							Non-gazetted officers on Rs. 35 and upwards but below Rs. 100.						
B.	N.	D.	M.	E.	C.	O.	B.	N.	D.	M.	E.	C.	O.
(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(29)	(30)
..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..
15	3	..	..	1	2	..	25	17	..	6	1	5	..
19	3	..	..	2	2	..	31	15	..	..	2	7	..
36	9	..	..	..	6	..	66	30	2	3	1	12	..
81	42	1	2	1	23	2	51	50	1	15	..	17	3
..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..
13	1	..	..	..	1	..	4	3	..	1	..	1	..
..	..	..	..	1	..	..	2	2	..	..	..	..	..
..	..	..	..	1	..	..	2	2	..	..	..	..	..
3	3	..	..	1	..	..	1	3	..	1	..	1	..
3	4	..	..	1	..	..	..	2	..	1	..	3	..
223	120	..	23	12	23	..	633	279	..	34	4	30	..
330	152	..	34	5	27	..	1,153	337	..	42	6	55	..
411	158	..	21	4	39	..	1,558	441	..	65	3	66	..
566	236	..	39	2	67	..	3,873	1,973	7	413	4	288	..
3	1	..	..	3	2	..	21	13	..	1	7	..	..
19	5	..	..	1	2	..	30	17	..	..	..	1	..
16	10	..	..	..	..	..	34	21	..	..	1	2	..
26	15	..	..	1	5	..	141	185	..	7	2	9	..

examinations in India and England and listing of three additional executive posts.
and addition of leave and deputation reserves ; (ii) decrease in 1927 due to abolition of leave reserve.
and promotion of Indians in their places after 1920 account for variations.

E = Non-Asiatics and Anglo-Indians. C = Indian Christians. O = Others.

Statement showing the representation of the various communities in the

NOTE.—For the purposes of this statement officials holding permanent appointments in Government mentioned, but officials on duty outside the

Services.	Years.	Gazetted officers—All-India Services.							Gazetted officers—Provincial Services.						
		B.	N.	D.	M.	E.	C.	O.	B.	N.	D.	M.	E.	C.	O.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
7. Excise Department.	1900 ..	..	..	..	..	3	..	..	12	8	..	..	*70	..	..
	1910 ..	..		..	..	3	..	..	21	8	..	1	*64	..	..
	1920 ..	..	..	..	..	3	..	..	25	10	..	4	*59	..	..
	1927 ..	..	..	..	..	1	..	..	25	5	..	6	*33	2	..
8. Judicial Department (including High Court Judges).	1900 ..	1	..	..	..	28	..	..	95	28	..	3	16	7	..
	1910 ..	2	2	..	1	21	..	..	115	35	..	3	14	5	..
	1920 ..	3	1	..	1	24	..	..	134	43	..	7	8	7	..
	1927 ..	3	2	..	..	25	1	..	145	52	..	8	4	7	..
9. Police Department.†	1900 ..	..	..	..	..	70	..	..	1	1	..	..	..	..	..
	1910 ..	2	1	..	1	64	..	..	15	8	..	3	2	2	
	1920 ..	1	2	..	..	65	..	..	16	15	..	9	3	2	..
	1927 ..	3	3	..	2	‡58	1	..	12	14	..	11	1	4	1
10. Jail Department.	1900 ..	..	..	..	..	2	..	..	..	..	..	..	11	..	..
	1910 ..	..	..	..	..	4	..	..	..	..	..	..	10	..	..
	1920 ..	..	..	..	..	3	..	..	..	..	..	..	12	..	..
	1927 ..	..	..	..	..	4	..	..	1	..	..	..	10	1	..
11 Education Department.§ (a)	1900 ..	..	..	..	..	19	..	..	22	4	..	1	11	3	..
	1910 ..	..	..	..	..	‖ 27	..	..	23	2	..	3	10	1	..
	1920 ..	1	2	..	..	‖ 31	2	..	42	6	..	3	6	4	..
	1927 ..	9	3	..	1	¶ 25	5	1	45	12	..	2	16	6	.
12. Registration Department.(b)	1900 ..	..	..	..	..	..	..	..	15	8	..	..	1	..	..
	1910 ..	..	..	..	..	..	..	..	18	3	..	1	1	3	..
	1920 ..	..	..	..	..	..	..	..	17	5	..	3	1	2	..
	1927 ..	..	..	..	..	..	..	..	10	12	..	3	2	3	..
13. Medical Department.††	1900 ..	1	3	..	1	66	1	..	2	8	..	1	8	6	..
	1910 ..	2	2	..	1	53	4	..	9	10	..	..	28	5	..
	1920 ..	4	9	..	..	52	2	..	74	43	..	4	26	22	..
	1927 ..	7	2	..	1	*27	..	1	96	76	..	7	31	45	1
14. Public Health Department ‡‡ (c)	1900 ..	..	..	..	..	2	..	..	..	1	..	..	5	..	..
	1910 ..	..	..	..	..	2	..	..	3	3	..	..	5	..	..
	1920 ..	..	..		..	3	..	.	2	2	..	..	..	2	..
	1927 ..	..	..	..	..	2	..	..	17	22	..	..	..	5	..

Gazetted Officers.

* Refers to domiciled Europeans and Anglo-Indians locally recruited. Separation of Excise from Salt in 1924 and restriction of recruitment to Indians after 1924 account for decrease after 1924.

† The Provincial Police was first constituted in 1904 on the recommendation of the Police Commission. Addition to cadre of Provincial Service in 1911 accounts for increase in 1920 over 1910.

‡ Decrease in 1927 due to listing of posts for Provincial Service officers and to direct recruitment of Indians in India since 1924.

§ Increase in the Provincial Service in 1920 and 1927 due to expansion of education.

‖ Increase in Inspectors of Schools and Professors owing to expansion of education.

¶ Stoppage of Europe recruitment since 1924 accounts for decrease in 1927.

* Decrease due to "listing" of 11 Indian Medical Service posts, recruitment of more Indians to the Indian Medical Service and less number of Indian Medical Service Officers being available for civil duty as a result of the War.

†† Increase under "Provincial" in 1920 and 1927 is ascribed to the establishment of Medical College at Vizagapatam, Medical School for Women at Madras and the transfer of 11 Indian Medical Service posts to Provincial and the general expansion of the department.

‡‡ Increase under "Provincial" in 1927 chiefly due to the provincialization of Health Officers in districts and municipalities.

Government services on the 1st of April 1900, 1910, 1920 and 1927—*cont.*

services has been taken into account whether they were actually on duty or on leave on the dates Presidency have not been taken into account.

Non-gazetted officers on Rs. 100 and over.							Non-gazetted officers on Rs. 35 and upwards but below Rs. 100.						
B.	N.	D.	M.	E.	C.	O.	B.	N.	D.	M.	E.	C.	O.
(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(29)	(30)
49	15	..	..	40	2	..	Information not available.						
32	17	..	1	37	..	..							
56	19	..	7	34	5	..							
24	11	..	2	4	1	..	463	266	..	76	4	46	..
37	24	..	3	6	5	..	182	86	..	11	11	17	..
60	25	..	4	3	2	1	253	123	..	10	9	23	..
88	31	1	4	2	4	1	565	195	..	17	8	27	1
184	56	..	7	11	4	2	2,080	1,617	3	467	8	181	..
72	78	2	21	58	2	..	81	93	..	25	70	7	..
122	104	..	24	82	6	1	552	385	..	72	132	74	4
176	131	..	37	119	17	1	760	661	8	131	115	97	7
789	663	1	155	225	103	4	320	832	6	245	2	62	4
3	..	..	..	13	2	..	9	23	..	4	15	10	..
2	..	..	..	8	4	..	17	36	..	6	22	10	..
4	3	..	2	8	5	..	24	37	..	5	17	10	..
35	14	..	3	28	4	4	43	66	1	25	8	27	14
51	11	..	6	10	3	..	101	35	1	17	6	6	..
92	3	..	6	11	7	..	159	36	1	19	10	13	..
186	22	..	9	20	19	..	356	75	1	58	16	61	..
439	67	..	35	44	59	2	741	262	6	141	8	173	3
238	116	..	31	4	25	..	705	357	..	54	..	17	..
303	149	..	27	4	26	..	895	415	..	71	..	24	..
346	175	..	34	2	33	..	1,245	647	..	111	..	52	..
297	228	1	34	1	35	..	1,049	841	6	134	1	81	..
4	23	..	3	34	18	1	32	161	..	19	55	96	..
37	40	..	4	41	28	..	71	209	5	8	139	43	..
29	55	..	9	17	27	..	322	227	1	36	114	66	..
273	226	..	31	162	89	1	97	215	10	38	50	80	2
..	1	..	..	..	..	..	..	4	..	..	1	..	..
..	1	..	..	..	..	..	32	37	..	2	2	2	..
1	..	..	..	1	..	..	52	31	..	2	..	4	..
122	53	..	1	..	10	..	12	12	..	2	..	2	..

Non-gazetted Officers.

NOTE.—(1) Column lettered "E" refers to Anglo-Indians and a few domiciled Europeans locally recruited for employment in subordinate ranks in certain departments, e.g., Excise, Forest, Medical.

(2) The large variations between the figures for 1920 and 1927 in the columns "Non-gazetted officers on Rs. 100 and over" and "Non-gazetted officers on Rs. 35 and upwards but below Rs. 100" are mostly due to the general revision of pay and to the introduction of time-scales of pay for subordinate services brought into effect in April 1921, the result of which was that several officers whose pay was below 100 and were therefore included in the latter column in 1920 and previous decades came to be shown in the column relating to officers on Rs. 100 and over against the year 1927, e.g., *vide* variations in figures against *item* 9, *Police Department*, and item 13, Medical.

(*a*) The expansion of education in the Presidency accounts for the additions to the subordinate staff in 1920 and 1927.

(*b*) Opening of new sub-registrars' offices to meet the public demand accounts for the additional subordinates in 1920 and 1927.

(*c*) Provincialization of District and Municipal Health Officers after 1920 resulted in employment of additional clerical staff. This accounts for the increase in 1927.

Statement showing the representation of the various communities in the

NOTE.—For the purposes of this statement officials holding permanent appointments in Government mentioned, but officials on duty outside the

Services.	Years	Gazetted officers—All-India Services.							Gazetted officers—Provincial Services.						
		B	N.	D.	M.	E.	C.	O.	B.	N.	D.	M.	E.	C.	O.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
15. Agricultural Department (*a*) (*g*).	1900													Department not	
	1910	..	..	..	..	7	..	..	..	..	..	..	..	1	..
	1920	1	2	..	..	(*b*)11	..	..	8	6	..	..	2	1	..
	1927	5	2	..	1	(*c*)7	1	..	11	7	..	..	2	4	..
16. Veterinary Department (*d*)(*g*).	1900	..	..	..	..	..	..	..	..	..	..	..	..	..	..
	1910	..	..	..	..	2	..	..	..	..	..	..	1	..	
	1920	..	..	..	..	2	..	..	3	1	..	..	1	1	..
	1927	1	..	..	..	4	..	.	2	2	..	..	1	1	..
17. Co-operative Department (*e*)(*h*).	1900														
	1910					Not in existence.									
	1920	..	.	..	..	1	..	..	10	2	..		..	1	..
	1927	..	..	.	..	1	..	..	4	6	..	..	..	..	..
18 Forest Department (*f*) (*i*).	1900	.	..	..	..	41	..	..	2	6	..	..	7	1	
	1910	..	3	..	..	35	..	..	3	4	..	1	8	2	..
	1920	1	3	..	2	40	..	1	10	10	..	5	14	3	..
	1927	7	6	..	1	38	2	1	14	9	..	7	16	4	..
19. Cinchona Department.	1900	..	..	..	..	..	..	..	..	..	..	..	1	..	..
	1910	..	..	..	..	..	..		..	..	..	..	1	.	..
	1920	..	..	..	..	..	.	..	..	..	..	..	2	..	..
	1927	..	..	..	..		..	..	..	..	..	..	3	..	..
20. Industries Department (*j*).	1900													Constituted	
	1910														
	1920	..	..	..	..	1	..	..	3	3	..	..	8	..	..
	1927	..	..	..	..	..	..	..	1	10	..	1	4	1	1
21. Fisheries Department (*k*).	1900													Not in	
	1910					No figures available in the Civil List.									
	1920	..	..	..	..	..	..	..	..	1	..	..	3	1	..
	1927	..	..	..	..	..	..	..	1	1	..	..	1	2	..
22. Factories Department (*l*).	1900													Not in	
	1910														
	1920	..	..	..	..	..	..	..	1	..	..	..	1	1	..
	1927	..	..	..	..	..	..	..	2	1	..	1	1	1	..
23. Marine Department.	1900	..	..	..	..	2	..	..	..	..	..	..	14	..	..
	1910	..	..	..	..	2	..	..	..	..	..	..	14	..	..
	1920	..	..	..	..	2	..	..	..	..	..	..	13	..	..
	1927	..	..	..	..	2	..	..	..	..	..	..	14	..	..

Gazetted Officers.

(*a*) Increase under "Provincial" due to additional appointments made to meet the expansion of the department.

(*b*) Increase due to creation of technical posts for which Europeans were recruited.

(*c*) Decrease in 1927 due to retirements of European officers on proportionate pension.

(*d*) The Provincial Veterinary Service was constituted after 1910 and hence increase of Provincial Service officers.

(*e*) Creation of Deputy Registrars in charge of districts accounts for increase under "Provincial" in 1920. After 1920, this class of officers was mostly replaced by Assistant Registrars, who are non-gazetted; hence decrease in 1927.

(*f*) Constitution of a Provincial Forest Service as a result of the Islington Commission's recommendations accounts for the increase in 1920 and 1927.

Government services on the 1st of April 1900, 1910, 1920 and 1927—*cont.*

service has been taken into account whether they were actually on duty or on leave on the dates Presidency have not been taken into account.

Non-gazetted officers on Rs. 100 and over.							Non-gazetted officers on Rs. 35 and upwards but below Rs. 100.						
B.	N.	D.	M.	E.	C.	O.	B.	N.	D.	M.	E.	C.	O.
(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(29)	(30)
in existence.													
9	8	..	..	1	1	..	20	6	..	..	2	2	..
19	7	..	..	1	3	..	94	51	1	2	..	14	..
86	55		..	1	15	..	131	76	..	8	..	18	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..
1	1	..	1	1	..	..	9	11	..	2	1	2	..
6	7	..	..	1	1	..	81	39	..	4	3	9	..
111	64	..	8	3	19	1	11	27	..	3	..	8	..
1	..	..	..	..	..	..	10	9	..		..	..	..
1	..	..	..	..	..	..	119	46	..	..	..	5	..
19	15	..	1	..	1	..	111	34	..	1	..	9	..
12	6	..	2	12	2	..	41	37	..	8	12	3	..
15	8	..	3	9	1	..	93	59	..	13	16	12	1
66	41	..	8	1	23	1	129	85	..	28	1	23	..
93	61	..	6	14	14	..	304	332	6	85	1	41	9
..	..	..	..	3	..	..	..	2	..	..	1	2	..
..	..	..	..	4	..	..	..	3	..	..	1	3	..
..	..	..	..	2	1	..	..	2	..	..	1	5	..
..	2	..	..	..	2	..	..	2	..	..	..	5	..
in 1913.													
4	1	..	..	..	..	..	7	4	..	3	..	..	..
20	26	..	..	..	5	..	58	49	..	8	1	11	..
existence.													
..	..	1	..	..	..	..	1	..	1	..	..	..	..
1	4	..	..	..	2	..	7	21	1	..	..	6	..
..	8	..	..	..	4	..	13	57	..	8	..	16	..
existence.													
..	..	..	..	..	..	..	..	8	..	..	..	1	..
..	1	..	..	..	..	..	5	13	..	..	..	2	1
..	..	..	..	2	..	..	1	1	..	1	3	1	..
..	1	..	..	1	..	..	9	14	..	1	45	4	..
1	2	..	..	1	1	..	10	15	..	2	42	11	..
3	3	..	..	1	1	..	25	40	..	6	1	12	..

Non-gazetted Officers.

(*g*) Increase in 1927 due to natural development of the department involving additional appointments.

(*h*) Creation of 30 Assistant Registrars on Rs. 100 and over in 1925.

(*i*) Increase due to reorganization of the department in 1921, involving additional appointments and increase of pay, and also due to the recent activities of the Forest Engineering branch.

(*j*) Increase in 1927 due to the transfer from Public Works Department to the Industries Department of Pumping and Boring establishments.

(*k*) Increase in 1927 generally due to the transfer of fish-curing yards from the Salt and Abkari Department to the Fisheries Department.

(*l*) Increase in the number of Factory Inspection circles in 1926 accounts for the larger appointments.

Statement showing the representation of the various communities in the

NOTE.—For the purposes of this statement officials holding permanent appointment in the mentioned, but officials in duty outside the

Services.	Years	Gazetted officers—All-India Services.							Gazetted officers—Provincial Services.						
		B.	N.	D.	M.	E.	C.	O.	B.	N.	D	M.	E	C.	O.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
25. Ecclesiastical Department.	1900	..	..	.	..	37	..	..	..	..	..	..	..	..	..
	1910	.	..	..	..	37	..	..	..	..	..	..	..	..	..
	1920	..	..	..	.	33	..	..	..	..	..	..	..	..	..
	1927	..	..	..	..	25*	..	..	..	..	..	..	..	..	..
26. Town Planning Department.	1900														
	1910														
	1920														
	1927	..	..	..	..	..	..	..	1	..	..	..	1	..	..
27. Local Fund Audit Department (g).	1900	..	..	..	..	1	..	.	..	..	..	..	..	..	..
	1910	1	..	..	..	..	..	..	..	..	..	..	..	..	..
	1920	1	..	..	..	..	..	..	..	..	..	..	..	..	..
	1927	..	..	..	..	..	..	..	3	..	..	..	1	..	..
28. Public Works Department.	1900	11	2	..	..	63	1	..	6	1	..	1	1	..	..
	1910	6	3	..	..	65	2	..	19	3	..	..	2	1	..
	1920	3	3	..	..	57	2	1	20†	5	..	..	1†	3†	..
	1927	23	7	..	1	49	3	..	45	5	1	..	11	2	..
29. District Board Engineers (Provincialized in 1924).	1927	..	..	..	..	..	..	..	17	2	1	..	5	2	..
30. Miscellaneous Departments.	1900	..	..	..	..	1	..	..	2	2	..	..	9	..	..
	1910	..	..	..	..	1	..	..	2	2	..	..	9	..	..
	1920	..	..	..	..	1	..	..	2	2	..	..	9	..	..
	1927	..	..	..	..	1	..	..	3	5	..	1	7	1	..
Total ..	1900	14	10	..	1	459	2	1	201	86	..	13	177	19	1
	1910	17	13	..	3	447	8	1	263	92	..	22	190	24	..
	1920	22	24	..	4	433	10	2	439	182	..	51	198	56	..
	1927	76	38	..	9	360	15	3	527	271	1	57	178	110	4

(g) Increase in 1927 due to the transfer of Treasury Deputy Collector's establishments in Collectors' strengthening of the

* Decrease due to retrenchment.

† All these officers were merged in the Imperial Service from 1st February 1920.

Government services on the 1st of April 1900, 1910, 1920 and 1927—*cont.*

service has been taken into account, whether they were actually on duty or on leave on the dates Presidency have not been taken into account.

Non-gazetted officers on Rs. 100 and over.							Non-gazetted officers on Rs. 35 and upwards but below Rs. 100.						
B.	N.	D.	M.	E.	C.	O.	B.	N.	D.	M.	E.	C.	O.
(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)	(27)	(28)	(29)	(30)
..	..	..	..	..	..	..	..	..	..	..	2	..	..
..	..	..	..	..	..	..	1	..	..	..	1	1	..
..	..	..	..	..	..	..	1	1	..	..	1	5	..
..	..	..	..	..	..	..	1	1	..	..	1	5	..
Not in existence.													
..	..	..	..	..	..		2	..	..	..	..	..	..
							4						
..	4	..	.	2	..	..	9	5	..	..	..	..	..
7	7	..	..	1	..	..	19	4	..	..	..	..	..
16	4	..	..	..	..	..	68	6	..	1	..	..	..
81	15	..	1	..	8	..		18	..	7	..	..	..
49	28	..	2	36	8	..	85	52	..	4	2	5	..
100	23	..	2	30	7	..	207	135	..	3	5	12	..
190	31	..	1	20	10	..	444	159	1	4	1	18	..
327	105	1	2	12	21	..	538	213	1	17	..	25	..
..	..	..	..	..	..	..	..	..	..	..	..	..	..
2	4	..	..	7	..	..	14	32	1	9	14	2	..
9	6	..	1	7	1	..	15	45	4	6	6	7	..
12	9	1	1	4	2	..	53	50	2	3	2	8	..
33	26	1	3	3	8	..	71	177	9	15	1	17	..
758	433	2	91	244	94	1	1,935	1,201	3	193	204	201	..
1,158	553	1	107	249	114	2	3,561	1,895	11	255	399	297	5
1,665	722	2	133	238	198	3	5,847	2,870	16	476	326	448	8
3,625	1,997	5	331	484	499	16	10,213	7,349	57	1,723	93	1,139	36

offices, doing Local Fund Audit work, to the control of the Local Fund Examiner, and also to the Local Fund Audit staff.

APPENDIX B.

Statement showing the number of European members of the Indian Police Service on 1st January 1920 and on 1st January 1929 and the probable number who will remain in 1939 if further recruitment is stopped.

		1920.	1929	Estimated number in 1939.
Age on 1st January 1920.	50—55	4	Nil	..
	45—50	4	Nil	..
	40—45	9	5	Nil
	35—40	12	9	1
	30—35	20	16	10
	25—30	14	10	7
	20—25	7	2	1
	Below 20	1	Nil	Nil
Recruited during 1920–24		..	15	12
Recruited during 1925–28		..	6	5
	Total ..	71	63	36

NOTE.—Normal casualties have been assumed; no allowance has been made specially for retirements on proportionate pension.

APPENDIX C.

Number of Europeans on duty in ordinary superior posts in Madras Presidency in the Indian Civil Service and Indian Police Service.

—	1st January 1910.	1st January 1920.	1st January 1929.	1st January 1940 Estimated.	1st January 1950 Estimated.
Indian Civil Service ..	80	73	60	46	36
Indian Police Service ..	40	37	32	28	18

NOTE.—The figures for 1910, 1920 and 1929 have been compiled from Civil Lists; officers on leave or deputation are not taken into account.

Indian Civil Service.—The Lee Commission recommended that after 15 years, i.e., by 1939, 50 per cent of the members of the Indian Civil Service should be Europeans and 50 per cent should be Indians; they calculated that the ratio of recruitment to attain this end should be 40 Europeans

to 60 Indians, 20 of the latter being from the Provincial Service. The percentage of Indianization however was not to be the same in all provinces and as regards Madras it was agreed that the proportion of Europeans and Indians in superior posts of the Indian Civil Service in Madras Presidency should be one-third. The rate of recruitment now in force however is 2·50 Europeans and 4·05 Indians. The estimated figure for 1940 and 1950 are based on the assumption that recruitment is carried on under these arrangements, i.e., that in every two years 5 Europeans will be recruited. It is assumed that casualties will be normal and no allowance is made for retirements on proportionate pension, but allowance is made for officers on leave and deputation. The number of superior posts now included in the Madras cadre is 106.

In the *Police Service*, the Lee Commission's intention was that 50 per cent of the members of the Indian Police Service should be Indians and the other 50 per cent Europeans about 25 years from the date on which the new scheme came into operation. So far as Madras was concerned, it was decided that the percentage of Indians in the service (including listed posts) should be raised to 60 by 1949. As 20 per cent would be obtained by 'listing' posts, the number of Europeans and Indians to be recruited directly is equal so that the service will be eventually made up of—

20 per cent Indians in listed posts,
40 per cent Indians directly recruited,

Total .. 60 per cent Indians,
40 per cent Europeans directly recruited.

The average annual direct recruitment to maintain the service in Madras should be 1·33 Indians and 1·33 Europeans. The total number of superior posts is 41; of these, 8 are to be filled by promotion from the Provincial Police Service and 33 by direct recruitment.

B.—THE STAFF SELECTION BOARD.

B.—THE STAFF SELECTION BOARD.

Since the inception of the Reforms, the Government of Madras had under their consideration the question of rendering the services independent of political influences. The experience of other countries has shown that if the necessary standard of efficiency is to be maintained the best all-round system was to make initial appointments by competitive examination rather than by patronage and nomination. At the same time, the carrying out of the policy that the Government have always laid before them and that they had publicly announced in an order of Government (G.O. No. 658, Public, dated 15th August 1922), of providing, so far as possible, equal opportunities for service for the different communities rendered it impossible in practice to give complete effect to such a system. As a compromise between the two above positions the Government resolved to constitute a Staff Selection Board, with effect from the 1st April 1924, to select persons suitable for appointment to the services. The duties of the Board were in the first instance confined to—

(*a*) the selection of candidates suitable for clerical appointment in all Government offices in the City of Madras including the Madras Government Secretariat, and

(*b*) the selection of candidates for the different classes of non-gazetted executive posts above the lowest grade for which direct recruitment was then made.

2. The Staff Selection Board consists of five members, three of whom are officials, viz.—

(1) The Chief Secretary to the Government of Madras.

(2) The Surgeon-General with the Government of Madras.

(3) The Director of Public Instruction, and two non-official gentlemen to be nominated by His Excellency the Governor.

The first two nominated members were retired servants of Government—

(i) Mr. W. L. Venkataramayya, Diwan Bahadur, who retired as a District and Sessions Judge, and

(ii) Mir Riaz-ud-din Sahib, Khan Bahadur, who retired as an Assistant Commissioner of Salt.

3. The non-official members receive travelling allowances as for first-class officers of Government under the Madras Travelling Allowance Rules for journeys made to attend sittings of the Board, but are paid no salary or sitting fees. The Chief Secretary to Government is the Chairman of the Board.

The Secretary to the Commissioner for Government Examinations was the first Secretary to the Board; but as the Chief Secretary to Government was the Chairman it was found more convenient to impose the duties of the Secretary to the Board on the Assistant Secretary to Government, Chief Secretariat, who has been discharging the duties of the Secretary to the Board since June 1925. He does not draw any additional pay or other remuneration for the work.

Establishment.—The establishment originally consisted of a single steno-typist assisted by a temporary clerk engaged whenever the work was heavy. In view, however, of the expansion of the functions of the Board from time to time, the Government sanctioned the appointment of a head clerk and a second clerk in lieu of the single steno-typist in 1925–26.

Functions of the Board.—The functions of the Board comprise—

(i) selection of suitable and qualified candidates for executive posts in all departments (other than technical) where direct recruitment is made and furnishing lists of the selected candidates to the appointing authority to choose from in each case, and

(ii) preparation of lists of candidates qualified and suitable for appointment to clerical posts in offices in Madras City. Heads of offices will appoint to vacancies as they arise the men in these lists. In making these selections the Board is guided by the principle of providing equal opportunities of service to members of the different communities.

Procedure adopted by the Board.—I. Selection of candidates for all Government offices in the City of Madras—

(1) Applications are invited, by notifications in the *Fort St. George Gazette* and in the principal daily newspapers, from qualified candidates for posts of clerks or typists, the applications to be supported by evidence of age, general health, etc.

(2) On receipt of applications a qualifying examination is sometimes held for such of the candidates as satisfy the general requirements laid down by the Government or the Board.

(3) On the results of the examination and after interviewing candidates, the Board publishes a list of the candidates selected by them. Departments of the Secretariat and heads of offices are required to make appointments as vacancies occur from the lists published by the Board and strict orders have been issued by Government to ensure that other candidates are not employed except with the previous permission of the Board.

II. Selection of candidates for non-gazetted posts above the lowest grade:—

The classes of appointments contemplated are probationary Revenue Inspectors, Deputy Tahsildars, Sub-Inspectors in the Salt and Police departments, etc. The procedure followed in these cases is more or less similar to that described above for selection to clerks' posts. But no examination is held and the list of selected candidates is communicated confidentially to the head of the

department and not published in the Gazette. Heads of departments make the actual appointments from among the candidates selected by the Board.

III. The services of the Staff Selection Board have been utilized by Government in certain cases for direct recruitment to gazetted posts and for nomination of candidates for competitive examinations relating to All-India Services.

In making these selections and in order to comply with the policy of providing equal opportunities for service under Government for different communities, the Board, with the approval of Government, adopts as a general rule in framing its lists of selections, whether for clerical or for executive work, the following proportions of communal representation:—

	PER CENT.
Non-Brahmans	40
Muhammadans	20
Brahmans	20
Anglo-Indians and Indian Christians ...	10
Depressed Classes and others	10

These proportions are adopted only as a general standard provided suitable candidates are forthcoming and without prejudice to the selection of any special well-qualified individual in any community.

Work done by the Board.—Tabular statements are appended showing the selections made by the Board during the last three years of its existence.

Finance.—The total amount of fees realized from candidates for the qualifying examination for clerks in the City offices during

	RS.
1924–25	750
1925–26	880
1926–27	1,810

The following statement shows the amount of expenditure incurred by the Staff Selection Board (including remuneration to the Examiners):—

Major head.	Sub-head.	Charges.		
		1924–25.	1925–26.	1926–27.
		RS. A. P.	RS. A. P.	RS. A. P.
Pay and allowances of establishment.	..	505 6 0	1,389 15 0	1,746 0 0
Allowances	Travelling allowance paid to non-official members of the Board.	845 13 0	1,290 5 0	876 10 0
Contingencies	(*a*) Service postage ..	150 0 0	150 0 0	250 0 0
	(*b*) Other contingencies.	133 13 0	553 8 0	736 12 9
Remuneration to Examiners in connexion with the examination.	..	465 0 0	467 4 0	966 0 0

Future activities of the Board.—The Government intended that the Board should eventually take over all the functions of the Commissioner for Government Examinations and possibly also those of the Board of Examiners. These officers at present hold examinations in departmental tests for the officers already in the service of Government, the former chiefly for non-gazetted officers and the latter for gazetted officers only. It was also contemplated that the Board should devise measures for the improvement and co-ordination of the system of departmental training that follows appointment and, as time went on and experience was gained, to establish branches of the Board in mufassal centres and ultimately to make general the plan of recruitment which it was proposed to apply in the first instance to the City of Madras. These further objects have not been achieved as meanwhile the question of the constitution (on a statutory basis) of a Madras Services Commission is being considered by Government. If this Commission is established, it will take over the functions of the present Staff Selection Board.

Criticism on its constitution and working.—There has been opposition in the Legislative Council to the existence of the Board from time to time ever since its inception. At almost every session of the Council there were interpellations about its constitution or working. The total number of questions asked up to the end of 1926 was 12. During the Budget meeting of 1924 motions were brought forward in the Council for omitting the provision for the Board. At the meeting of August 1924, resolutions were brought forward for power to the Legislative Council to elect by ballot three non-officials to serve on the Board and for its enlargement on a communal basis. Again in January 1925 resolutions were tabled by non-official members of the Council for the abolition of the Board but none of them succeeded in the ballot. During the budget debate in March 1925 the matter was again brought up and some of the members expressed dissatisfaction at the constitution of the Board. The main object of attack was the composition of the Board, criticism being based on the fact that it consisted of retired officials and that there was no Non-Brahman Caste Hindu on it.

The Board is also often subjected to adverse criticism from a section of the Press, which represents the views of the Justice Party who opposed it in Council formerly. The members representing the " Depressed " classes in the Local Legislative Council were also often unfriendly to the existence of the Board as there are very few members of their communities who satisfy the general educational qualifications which the Board has under the orders of Government to adopt.

APPENDIX.

Statement showing the total number of candidates registered, rejected and selected by the Staff Selection Board at the various selections during 1924–25.

Appointments.	Number registered.							Number rejected as not qualified.							Number finally selected by the Staff Selection Board.						
	Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Anglo-Indians.	Depressed classes and others.	Total.	Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Anglo-Indians.	Depressed classes and others.	Total.	Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Anglo-Indians.	Depressed classes and others.	Total.
1. Indian Audit and Accounts Service, 1924.	5	..	27	4	..	..	36	None were rejected.							2	..	6	1	..	..	9
2. Sub-Inspectors of Madras City Police.	155	53	126	28	18	3	383	94	31	80	15	16	1	237	10	5	5	2	..	1	23
3. Probationary Sub-Registrars, Upper grade.	88	22	99	13	1	..	223	79	18	70	12	1	..	180	4	2	2	1	..	1	10
4. Probationary Deputy Tahsildars.	107	22	100	25	3	15	272	47	9	38	14	..	..	108	4	2	2	1	..	1	10
5. Clerical staffs in Government Offices in the City of Madras.	31	3	94	8	2	2	140	12	1	74	2	..	1	90	15	2	16	6	1	1	41

Statement showing the total number of candidates registered, declared eligible and selected by the Staff Selection Board at the various selections during 1925–26.

Number.	Appointments.	Number registered.							Number of eligible applicants.							Number finally selected by the Staff Selection Board.						
		Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Eurasians and Anglo-Indians.	Depressed classes and others.	Total.	Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Eurasians and Anglo-Indians.	Depressed classes and others.	Total.	Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Eurasians and Anglo-Indians.	Depressed classes and others.	Total.
1	Probationary Deputy Superintendents of Police.	79	18	144	27	8	8	284	24	8	55	3	1	4	95	4	2	2	1	..	1	10
2	Indian Audit and Accounts Service.	7	..	48	2	..	2	59	6	..	46	2	..	2	56	..	..	8	1	..	1	10
3	Financial Clerkships	5	..	29	1	..	1	36	3	..	19	1	..	..	23	..	..	2	..	..	..	2
4	Probationary Assistant Registrar of Co-operative Societies.	125	14	154	41	2	5	341	42	6	60	21	2	4	134	8	4	4	2	..	2	20
5	Clerical *Staffs in Government Offices in the City of Madras.	60	5	105	13	1	..	184	40	4	52	12	1	..	109	27	3	27	8	1	..	66
6	Weaving Superintendent in the Department of Industries.	3	1	4	2	..	..	10	2	1	3	1	..	..	7	1	1	2	1	..	..	5
7	Probationary Deputy Tahsildars ..	46	13	41	17	..	6	123	33	10	37	16	..	4	100	4	2	2	1	..	1	10
8	Probationary Sub-Registrars, Upper grade.	68	13	102	26	1	4	214	57	9	75	18	1	4	164	4	2	2	1	..	1	10
9	Jailers, Deputy Jailers, Probationary Deputy Jailers.	117	43	107	54	53	18	392	66	26	60	24	8	11	195	8	4	4	2	2	2	22
10	Jail Clerks	13	1	13	3	1	1	32	4	..	5	1	..	..	10	..	..	2	..	..	..	2
11	Gate-keepers	8	1	1	1	2	..	13	None were eligible							None were selected.						
12	Chief and Reserve Head Warders and Selection Grade Warders.	6	1	1	2	12	..	22	7	..	..	3	9	..	19	..	..	..	2	4	..	6
13	Typists	27	..	111	6	1	3	148	17	..	79	1	..	2	99	4	..	26	..	..	1	31

* In the case of candidates for clerical appointments in the City of Madras, the figures under the head 'Number of eligible applicants' show the number of candidates selected for personal interview on the results of the examination in General knowledge, Precis writing and English Composition.

Statement showing the total number of candidates registered, declared eligible and selected by the Staff Selection Board at the various selections during 1926-27.

Number.	Appointments.	Number registered.							Number of eligible applicants.							Number finally selected by the Staff Selection Board.						
		Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Europeans and Anglo-Indians.	Depressed classes and others.	Total.	Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Europeans and Anglo-Indians.	Depressed classes and others.	Total.	Non-Brahmans.	Muhammadans.	Brahmans.	Christians.	Europeans and Anglo-Indians.	Depressed classes and others.	Total.
1	Indian Audit and Accounts Service ..	9	..	47	1	..	2	59	9	..	43	1	..	2	55	..	..	7	..	..	1	8
2	Probationary Deputy Superintendents of Police.	38	16	32	8	2	5	101	25	11	19	7	1	4	67	4	2	2	1	..	1	10
3	Veterinary Assistant Surgeons	3	3	19	2	1	..	28	3	2	16	2	1	..	24	2	2	9	2	..	..	15
4	Sergeants in the Madras City Police ..	..	..	..	..	32	..	32	..	..	..	..	14	..	14	..	..	..	..	5	..	5
5	* Clerical staffs in Government Offices in the City of Madras—																					
	Selection in August 1926—																					
	(a) Honours Graduates	7	..	24	1	..	..	32	7	..	22	..	..	..	29	5	..	19	..	..	..	24
	(b) Others who appeared for the qualifying examination.	81	5	120	13	1	10	230	51	4	48	10	1	10	124	40	4	36	8	1	8	97
	Selection in February 1927—																					
	Graduates	72	4	210	16	..	8	310	65	3	187	12	..	8	275	60	3	163	4	..	4	234
6	Sub-Inspectors for Madras City Police ..	25	7	21	6	..	7	66	13	2	4	2	..	4	25	5	1	2	1	..	1	10
7	Typists	21	1	57	1	..	2	82	17	1	53	..	..	2	73	15	1	32	..	..	2	50
8	Probationary Deputy Tahsildars	95	16	78	14	..	10	213	73	13	66	11	..	6	169	4	2	2	1	..	1	10

* In the case of candidates for clerical appointments in the City of Madras who underwent the qualifying examination, the figures under the head "Number of eligible applicants" show the number of candidates selected for personal interview on the results of qualifying examination in General knowledge, Precis-writing and English Composition.

C.—THE PROPOSED MADRAS SERVICES COMMISSION.

C.—THE PROPOSED MADRAS SERVICES COMMISSION.

A Bill has been drafted for the formation of a Madras Services Commission. It has been sent to the Government of India for obtaining the sanction of His Excellency the Governor-General under section 80-A (3) (*f*) of the Government of India Act before its introduction in the local Legislative Council. The Government of India have also been requested to obtain the authorization of the Secretary of State, if necessary. The Bill is now under consideration of the Government of India.

The Bill has been drafted on the following lines:—

(1) The number of members including the Chairman shall be three.

(2) The members including the Chairman shall be appointed by the Local Government.

(3) They shall not continue to hold office as such after completing 60 years of age.

(4) They shall not be removable from office without the personal concurrence of the Governor.

(5) They shall not hold either during or after service on the Madras Services Commission any other office under the Crown in India except on the Public Service Commission appointed under section 96-C of the Government of India Act.

(6) The pay of the Chairman shall be Rs. 3,000 per mensem and that of a member Rs. 2,000 per mensem in addition to pension, if he be a retired Government servant.

(7) The Commission may appoint a Secretary with the approval of the Local Government on not more than Rs. 1,500 per mensem.

(8) Expenditure on establishment may be incurred up to Rs. 1,000 a month.

(9) In regard to recruitment, the Commission shall advise the Local Government on any question which the Local Government may refer to it in connexion with the recruitment to any Provincial or Subordinate service or to any Special Post. Where recruitment to a Provincial or Subordinate service is to be made by competitive examinations, the Commission shall advise the Local Government in regard to the regulations governing the examinations, conduct them and report the results. Where such recruitment is to be made by selection, the Commission shall advise the Local Government in regard to the regulations for selection, conduct such selection and report the results. An officer of the Local Government may be deputed to be present at interviews with candidates for selection. Where recruitment to a

Provincial service is to be made by promotion from a Subordinate service, the Commission shall consider the claims of candidates nominated by the head of the department concerned and advise the Local Government in respect of each candidate.

(10) In the exercise of its functions stated in (9), the Commission shall observe the rules and regulations, if any, made by the Local Government regarding the constitution of or recruitment to any Provincial or Subordinate service or any Special Post under section 96-B (2) of the Government of India Act.

(11) Where examinations have to be held for confirmation in or promotion in or to an All-India, Provincial or Subordinate service or a Special Post, the Commission shall advise the Local Government in regard to the regulations for such examinations, conduct them and publish the results. But no duties in this respect shall be undertaken in regard to an All-India service without the permission of the Governor-General in Council.

(12) The Local Government before considering any appeal presented to them under the rules framed in that behalf under section 96-B (2) of the Government of India Act against any order of censure, withholding of promotion, reduction, suspension, removal or dismissal and before passing any original order withholding promotion or of reduction, removal or dismissal shall consult the Commission in regard to the order to be passed.

(13) Any candidate for a post or service who attempts to bring to bear undue influence on the Commission or a member thereof shall be disqualified for the post or service.

(14) The Local Government may make rules to carry out purposes of the Act establishing the Commission and in particular may make rules prescribing the procedure to be adopted by the Commission.

MEMORANDUM.

To enable the proposals put forward in this memorandum to be understood aright, it is necessary briefly to review the present system of dyarchy and its results.

2. By the Government of India Act, 1919, a number of important departments were handed over to the complete control of ministers. These last were to be chosen from the non-official members of the Legislative Council and were to depend for their continuance in office on securing and retaining sufficient support there. Various safeguards were inserted but the underlying assumption was that these were to be put into operation only when grave reasons of state intervened. Other important subjects were retained under the control of the Governor in Council and given the title 'reserved.' The theory of dyarchy required that the ministers on the transferred side should experience the full force of popular currents in a fully elective chamber while the other subjects were supposed to be made independent of such popular influences in fact as well as in name. But so far as legislation and the provision of funds were concerned the Executive Council was made as dependent on the legislative body as the ministers were. On the other hand, far from the ministers being dependent on an elective body, they could within limits remain in office irrespective of whether they commanded a majority of elected members. The official block and the nominated members almost inevitably constituted an important supporting element, for the former could hardly do other than support proposals of the Government they served; while the latter *ex hypothesi* were men likely to support constitutional government and to assist in working the reforms. More than once has a Madras ministry depended or existed on the support of these two elements. In other words, neither side of dyarchy was carried out logically: subjects were not in reality either 'reserved' or 'transferred'. Certain emergency powers conferred on the Governor in legislation and finance provided it is true a certain cover for the Executive Council but there again the accepted convention was that the Governor should put forth these powers only when their exercise was essential to the discharge by the Governor in Council of his responsibilities to Parliament.

3. Thus we have ministries not wholly dependent on an elective council and Executive Councillors largely dependent on it. In every council a certain number of members honestly wished to work the reforms and these were not likely to exceed reasonable criticism of ministers however much their views might differ. The uncertainties and expense of elections too and the possibility that a less acceptable ministry might succeed had a definite restraining effect even on professed obstructionists whose single principle was to destroy the reforms. From these considerations every ministry benefited. Not so the Executive Council. Where reserved subjects were concerned the Legislative Council had no responsibility. It knew of the emergency powers in reserve and that it could give unrestrained vent to demand or criticism without fear of consequences. Members with an eye to popularity in constituencies or mention in the press could safely outdo one another in declamation or denunciation and avoid the odium of essential but unpopular legislation or grants. This need not be attributed to any idiosyncrasy of Madras politicians: such a system as that followed was bound to produce these effects wherever it was tried. What training in responsibility such a system could give is difficult to see. Still harder is it to see how it could have failed to develop an attitude of irresponsibility among M.L.C's. or to deepen the impression of hollowness and unreality that lay over the reforms.

4. The Madras Government therefore consider that further reforms should introduce real responsibility. It might be argued that this to a great measure might be attained, while retaining the principle of dyarchy, by amendments calculated to enforce real responsibility in regard to transferred subjects and freeing reserved subjects from irresponsible criticism. But there are two fatal objections to that course. First, it is patent that the temper of vocal India will no longer be in any way satisfied by the half-measure which is all that even a strictly logical dyarchy can fairly be termed. Next, reserved subjects and the irremovable officers responsible for them have been the favourite political target for years: they cannot now be removed from reach and kept secluded for a further term. No written word can restore vitality to a form of government which has been at bay for a decade and was deliberately placed in that predicament. Its agents have steadily diminished in numbers and some of the loss has been by the deliberate abandonment by officers, not the least able or courageous, of positions they felt they could no longer usefully fill.

5. The present system therefore not only wholly fails to satisfy Indian sentiment, but is rapidly becoming unworkable. Dyarchy is not now practical politics. The ground is cleared therefore for consideration of what is to be done. For this purpose it is necessary to consider our goal. What is the ultimate form of government in India to be? The answer is conditioned and practically determined by the existence of the Indian States. These units do not differ in population elements from the areas of British India which they adjoin. Their inhabitants are Hindus and Moslems, Brahmans and non-Brahmans, Christians and aborigines, differing in no wise from their fellow castemen or sectaries across the border. The boundaries between these states and adjoining British India are almost invariably purely arbitrary, corresponding to no natural feature or division. Their origin was in many cases as fortuitous as their boundaries and the whim of a chieftain or a family quarrel may have determined often whether one tract would become British territory while land that marched with it fell into a state. Nevertheless, these states are definite political units, many of them much older than a good deal of British India. The form of Indian polity must be one which these states can enter freely, for a polity which excluded them would be a farce.

6. It follows therefore that the objective should be federation. If the Indian States are to enter a federation, it is probable that they will do so only if the powers of the Central Government are carefully defined and limited and all residual powers are left to the component states.

7. At this point we may refer to the question of the rearrangement of the provinces of India on a linguistic basis. This idea has much theoretically to commend it. But the practical difficulties seem to be conclusively against any attempt now to redivide British India into linguistic units. For an efficient federation of the type contemplated an essential condition is the existence in the components of a marked state consciousness. This state consciousness does not exist in the language areas. These areas have never been distinct states within the history of India. Were new Tamil, Andhra, Kerala and Karnataka provinces to be carved out of this presidency in obedience to this theory, a complete reorganization of the administrative machinery would be necessary. Villages, towns and even districts would have to forget old associations and orient themselves afresh.

Further, apart from such obvious defects as the multiplication of departments to serve functions now performed throughout the presidency by one, it is likely that serious difficulties of personnel would have to be met. If we turn to political considerations the difficulties are even greater. It has already been pointed out that the separation between British Indian territory and that of the various Indian States follows neither nationality, language nor geography. If we admit the linguistic province theory, we raise inevitably the question of the separate existence of the Indian States as they are at present. For example, a Kanarese province that lacked Mysore would be a jest, but if the theory were to be accepted would not the tendency grow up in British Kanara to look on Mysore as Karnataka Irredenta? Such problems abound.

8. The Madras Government consider therefore that the problem of what should be the immediate step forward in political advance should not be hampered with proposals for the rearrangement and re-grouping of existing provinces. The immediate need is to develop responsible self-government in the provinces to enable them to take their place in due course in a Federated India. Provision may be made for division or re-grouping of provinces on linguistic lines should such a demand be made by the self-governing provinces concerned, but the present problem should not be made more complex by such an attempt now.

9. In setting out their proposals for the development of self-government in Madras, the Madras Government do not wish to be understood to be recommending the adoption of their proposals in all the provinces of British India. They consider that there should be no attempt to impose uniformity of advance : and they have not the knowledge or the desire to indicate to what degrees their proposals for Madras are applicable elsewhere.

10. For Madras then, the proposal is that the Government should vest in a Governor appointed by the Crown, a ministry of eight, and a single legislative chamber. They do not advocate a second chamber as there are no elements or interests which do not or would not contribute to a single house and from which a second or revising chamber could be formed.

11. *The Legislative Council.*—As all provincial subjects will be transferred, there will be no place for officials in the Council. Their presence would act as an irritant to the elected benches and probably tend to provoke in them

irresponsibility in speech and vote. No Legislative Council in a self-governing country can have permanent officials as members. Allied considerations point to the elimination of the nominated elements also. The Madras Government propose nevertheless that some seats in the single house should be filled by this means because they find it impossible otherwise to provide for the representation of certain interests which ought to figure there. These interests are those of depressed classes and the backward tracts. Regarding the elected portion of the house the first question is as to the need for separate electorates. The present separate electorates are for—

(1) Muhammadans.
(2) Indian Christians.
(3) Europeans.
(4) Anglo-Indians.
(5) Landholders.
(6) Trade and Commerce.
(7) Planting industry.
(8) University.

12. As regards separate Muhammadan representation theory would say that such separate representation should be abolished, that it is contrary to the true spirit of representative institutions, that Muhammadans should rely on securing political influence by putting up candidates acceptable to a general electorate or by using their voting power to ensure the return of candidates drawn from other communities but acceptable to Muhammadans. But the question confronting us is not one of abstract theory. We have to devise a legislature which will be accepted by all communities as giving them a fair voice in all matters affecting their interests, and it would be folly to suppose that the Muhammadan community would accept admission to the electorates but exclusion from the legislature as giving them such a voice, or that they would accept any elected member drawn from other communities as either able to represent their interests or to be trusted to do so where a clash of interests arose. It may be urged that there is no reason why Muhammadans should not be returned from general electorates. It is possible that one or two might secure election but that will be merely as hangers on of some political party dominated by Hindu members whose object is not to ensure Muhammadan representation but to use the Muhammadan vote to secure an addition to their own voting strength. Further it will only be in rare cases that party leaders will consider it worth while to risk the alienation of a considerable body of Hindu voters and the setting up of rival Hindu candidates in order to secure the support of an undetermined fraction of the

Muhammadan vote with the similar risk that the discontended Muhammadans or those who did not owe any party allegiance to them would set up an independent candidate of their own. So far from conditions being more favourable for Muhammadans even in this presidency merging their separate interests in those of the general community they are much less favourable. Even assuming that manipulation could produce plausible evidence that political leaders of either communities had arrived at an agreement to merge separate interests how long would such an agreement stand the hard test of its results? It is unnecessary at this point to consider whether and to what extent the legislature should be enlarged. But let us suppose a legislature in which as a result of general electorates Muhammadan representation was reduced to three or four. The Muhammadans would then feel that they had sold their birthright for a mess of pottage, and a community whose political importance ought not to be measured by its voting strength would be thrown into a violent antagonism to a constitution in which they found they could play no real part. The consequences might be most grave and so far as Malabar is concerned might have disastrous effects on the numerous and homogeneous Mappilla population. It may be urged that constituencies could be so arranged that Muhammadans will have fair opportunities of returning Muhammadan representatives. Except perhaps in Malabar and in one urban constituency no constituency could be framed with any reasonable certainty that the desired result would be achieved. Further the suggestion of such arrangements is an admission that the Muhammadans must be granted not only indirect but direct influence upon and a direct share in the composition of the legislature. The only method by which that can be ensured is through separate electorates.

13. The next question that arises is whether separate representation should be continued in the case of the Indian Christian community. At present five separate territorial constituencies are provided. It is true that in their relations with other communities the Indian Christian population do not represent a political problem of importance anything like such as arises in connexion with the Muhammadan community. Indian Christians have attained a high average level of education. They are not inadequately represented in the Public Services, and with a few exceptions their representatives in the Legislative Council have acquitted themselves well. They are keen and vigorous, and being

largely autonomous in their religious and social concerns have much experience in affairs. It might be that they could hold their own even if merged in the general electorate. It is true that one or two of their representatives support the view that they should forego separate representation and depend on their ability in some cases to secure candidates belonging to their own community. So far as can be seen, however, these views do not commend themselves to the community as a whole, and the one essential is that any rearrangement as regards the representation and the franchise should secure the greatest possible degree of acquiescence. Having granted separate representation to Muhammadans, it would be inconsistent to deprive the Indian Christian community of separate representation unless there is unequivocal evidence that that commends itself to a substantial majority. Their voting strength if divided up among a large number of general constituencies would in most cases be almost negligible. It is doubtful if temporary reaction against excessive communalism would survive what might prove to be total and permanent exclusion from the legislature. If, however, submersion in a general electorate were proved to be in accordance with the general wish there is no reason why effect should not be given to it, and an advance thus made towards the elimination of separate representation.

14. The case of two other small but important sections of the Christian community—European and Anglo-Indian—stands on quite a different footing. Short of separate representation they could have no influence either on the electorate or on the legislature. Their representation is confined in each case to one seat and it is most undesirable that such little influence as this gives them should be withdrawn.

15. The next interest accorded separate representation is that of the landholders for whom six constituencies are provided. It must be remembered that one-third of the land in the presidency is held in the form of large estates under permanent settlement sanads, inams, or similar tenures, and that from time to time important problems arise as regards the relations of the proprietors to their tenants and to local self-government, and that by the action of the Legislative Council the incident of impartibility is being attached to an increasing number of these estates. On all these grounds it is important that these interests should receive direct representation as otherwise it would to all intents and purposes be

denied to them. To deny it would be simply to render discontented powerful interests which will be compelled in self-defence to assert their influence by other and undesirable methods.

16. So far as trade and commerce are concerned although it is perfectly true that men associated with commerce and with a knowledge of economic problems do get returned from time to time as representatives of the ordinary electorates, that cannot be counted upon. And while such representation may be attacked on the ground that it gives undue weight to special interests it must be remembered that it really secures the representation of special knowledge and experience of a kind which it is more and more essential that a legislative body should have at its service. On this ground alone therefore its retention is justifiable.

17. It is also desirable that the planting interest should continue to be represented. The capital it represents, and the employment it affords are continually increasing, and apart from its special knowledge it is most desirable that it should have a voice when questions of communications, transport and harbour development are under consideration. Its limited representation while bringing valuable elements into the Council cannot possibly give its interests undue influence.

18. The last special constituency provides another type of problem. University representation had its origin in the peculiar position of the Universities of Oxford and Cambridge and it is difficult to perceive how its extension to mere examining bodies can be justified. In Madras at any rate, the university voters (graduates) represent no particular interest that is not fully represented in a general constituency. It might perhaps be useful if a true academic or educational standpoint should find a place and a spokesman in the Legislative Council. To this end, while retaining the one seat for the three universities which now exist—Madras, Andhra and the Annamalai University at Chidambaram,—we would have the member returned by the votes of the three combined senates and not as at present by the votes of the general body of graduates.

19. A difficulty which is more acute probably in Madras than any other province is that of the representation of the depressed classes. This differs widely from the Hindu-Moslem cleavage. It is no struggle for power but one against total submersion. The depressed classes constitute a formidable social problem. Their demands are at present inadequately

voiced by a small number of political leaders themselves often divided by personal jealousies. They are profoundly suspicious of all Hindu communities who claim to rank above them. They regard such legislation as has been proposed ostensibly on their behalf by those communities as mere window dressing and they are convinced that they can secure social and economic improvement only by the gift of political influence proportionate to their numbers. In many parts of the country there are deep-seated antagonisms between the various sections of the depressd classes, e.g., between Malas and Madigas in the Telugu country. But class consciousness is developing amongst them. They realize the importance their numbers give them and the feeling that they have political influence may lead them to demand that an increasing share of State activities shall be devoted to the improvement of their lot and to pay more regard to economic amelioration than to the removal of social grievances. Any obstruction on the part of higher castes may provoke feelings of antagonism to constituted government which may become a serious public danger, and it must be remembered that the possibilities of agrarian trouble are not confined to the depressed classes but extend to other lower castes which while much less subject to social disabilities are economically and educationally at a low level. It must be remembered too that rejection of restraints imposed by subservience to immemorial custom and traditions based on religion does not imply the substitution of a corresponding reverence for law and order asserted on purely secular grounds, and that there are grave possibilities of trouble when communities of this kind conscious of and resenting their grievances are brought face to face with a government controlled by those whom they regard not only as unsympathetic but as definitely hostile to their advancement.

20. The nomination of members of these classes—they number ten in the present Council—though not in proportion to their numbers has sufficed in matters in which they were specially concerned to compel parties to canvass their votes and even to support or initiate measures affecting their social or other disabilities. It has in fact given them direct political influence. That influence must be continued to them and the only present question is whether other means than nomination exist for securing it. It might be feasible to create electorates in places such as Madras City and Chingleput district where they are particularly numerous and it may be said at once that where it is possible to form such electorates returning each one member this might be done. In the main,

however, these classes must continue to depend on nomination to secure them adequate representation. It would be futile to attempt this by merging them in the general Hindu electorates. No practical extension of electorates could either confer franchise on anything but very small sections of the depressed classes or give them the slightest hope of securing the return of their candidates to the legislature. They would never in any case consent to what means for them political annihilation. Any statements to the contrary may be safely ignored. The object must be to frame a constitution in which these communities will find a place and a voice by direct representation however provided.

21. We now come to the main body of those who follow the Hindu faith. And here exist two distinct lines of cleavage. There is the antagonism between the Brahman community and the mass of the non-Brahman communities. They are both combined in the general electorates, but by the system of reserved seats the non-Brahmans are assured of twenty-eight representatives. The result of the last three elections has shown that such a device is quite unnecessary. The vast majority of Hindu voters belong to the great non-Brahman castes. Even without such a device the number of non-Brahman members of the Council would not fall short of such a minimum, and if in future a constituency should prefer to be represented by a Brahman it must be regarded as a deliberate choice to negative which there could be no justification. The reservation of the seats may therefore disappear, and, with it, plural constituencies.

22. In the opinion of the Madras Government the time has not come for any extension of the franchise. The powers conferred on the people at present demand an electorate that is capable of understanding the value and use of the vote. If further powers are to be given and the province made truly self-governing, this necessity becomes even greater. There has been since the advent of the Reforms no such change in the economic or educational condition of the people as would render any lowering of the franchise either desirable or necessary. The question is to what extent the political digestion of the presidency has assimilated the immense extension of the franchise offered to it in 1920. Roughly speaking, every holder or lease-holder of land paying Rs. 10, or 15 shillings, as assessment or rent secured the franchise as did those residing in municipalities included in rural constituencies who paid a total of Rs. 3 a year under the main municipal taxes. Even for India that is a low qualification, so far as such facts are

indications of the possession of a certain amount of property or stake in the country although the pitch of municipal taxation varies from town to town and although the effect of assessment on rent qualification must be to increase the number of voters where tenants are numerous and to decrease the number in districts where cultivating ryots predominate. But no property qualification that could be devised would remedy these comparatively unimportant inequalities without creating others in their place. There have been certain fluctuations in the number on the electoral rolls partly due to the more accurate registering of women voters, but the registers in each district probably now represent as close an approximation to facts as is likely to be achieved. The elections of 1926 represented the maximum effort put forward by all parties in contested constituencies, and roughly six hundred thousand voters accorded their votes out of nearly one million four hundred thousand on the register. The general impression is that this figure is too flattering as an indication of the number of voters who genuinely understand and exercise their rights. It would, by tinkering with the franchise qualifications, be possible to add another million or so of voters to the roll, but as it seems clear that it will take at least ten years before the education of the *existing* electorate in its responsibilities and privileges will be complete a large addition to the electorate would simply swamp the existing electorates with new elements which would fall an easy prey to organized corruption on a large scale.

23. The present Legislative Council numbers 132 made as follows :—

Ex-officio.

Members of the Executive Council	4

Elected.

General constituencies—Urban	9
Do. Rural	56
Muhammadan—Urban	2
Do. Rural	11
Indian Christians	5
European	1
Anglo-Indian	1
Landholders	6
University	1
Planters	1
Trade and Commerce	5
Total elected ...	98

Nominated.

Official	7
Depressed classes	10
Backward tracts	1
Others	12
Total nominated ...	30
Grand total ...	132

The elimination of Members of Council (4), officials (7) and nominated members other than those representatives of the depressed classes and backward tracts (12) will reduce the number to 109. This Government would propose to raise the number of the proposed Council to 150 and to distribute the seats as follows :—

Nominated.

Depressed classes	12
Backward tracts	1
Total nominated ...	13

Elected.

General constituencies—Urban	9
Do. Rural	91
Muhammadan—Urban	2
Do. Rural	13
Indian Christian	6
European	1
Anglo-Indian	1
Landholders	7
University	1
Planters	1
Trade and Commerce	5
Total elected ...	137
Grand total ...	150

In distributing the general constituencies the Government would allot a seat to every 5,000 urban and 15,000 rural voters approximately.

24. *The Ministry.*—Of the eight ministers who with the Governor and the one legislative house are to constitute the Government of Madras, one should be the leader of the

largest party in the house. He, as Chief Minister, should be invited by the Governor to form a government and the remaining seven ministers will be appointed by the Governor on his recommendation to form a cabinet with joint responsibility. In other words, the British parliamentary system should be followed. It may be admitted at once that a reputable party system does not exist in Madras in any degree comparable with English conditions where indeed the form of government really depends on the existence of established party politics. The tendency in Madras has been for members to represent interests rather than causes and divisions along interest lines hardly conduce to the development of stable parties. Nevertheless, parties of a kind have always existed in Madras politics since the Reforms and at times have exhibited considerable cohesion and discipline. With the passing of dyarchy and the removal of that inviting target, the reserved half of government and its 'reserved' subjects, with the consequence that words and votes will be matters of much more moment, it may be that parties will begin to form round real differences of policy and that present dividing lines drawn by community or interest if not erased altogether will at least be considerably less prominent. In any case the experiment of choosing the ministry on the lines indicated is one which should be made. It is the British system on which India's parliamentary institutions have been modelled in the main and it is but logical that the responsible government to be set up in Madras should be chosen on the lines which the British system has evolved.*

25. The number eight; has been arrived at after consideration of the actual work involved and the probable outcome of the changes proposed.

The following would probably be a convenient distribution of portfolios :—

Revenue and Irrigation.

Education.

Administration of Justice including Jails.

Police.

Local Self-Government including Medical, and Public Health.

Agriculture, Co-operative Societies, Industries, Veterinary, Scientific departments and Forests.

* But see paragraph 26.

Finance with stamps.

No portfolio, except perhaps Excise, should go to the Chief Minister whose time will be fully occupied by other activities already indicated. The growth of prohibition agitation, to meet which would be a task for the joint government, might make it advisable for the Chief Minister to take Excise as the problems would be difficult and wide in application rather than mere matters of administrative detail. Eight ministers each on Rs. 4,000 per mensem, would involve, it may be noted, no greater financial burden than the present four members plus three ministers. It may well be, however, that eight ministers may in time, even soon, become insufficient. For example, if waterpower development takes the extension it is hoped, extra problems of policy and administration may well demand another responsible minister.

26. The above method of forming the ministry is that which the Madras Government as a whole put forward. Certain members of the Government are however impressed with the consideration that with political conditions as they are in Madras experience has shown that party government on the above lines is unable either to legislate or to administer with reasonable efficiency. Party ties are loose and frail and communal or personal antipathies and disagreements influence votes irrespective of the merits of the question at issue. To enable a ministry to function with reasonable efficiency they must be given some security of tenure. The alternative proposal has therefore been made that the ministers should be elected by the Legislative Council by the method of the single transferable vote and that they should then elect one of their number as Chief Minister : and that they should be irremovable from office for the term of the Council that elected them, save by the Governor on an address carried by a two-third majority of the Council present and voting. Provision should be made in this system for the automatic continuation of the status quo in cases when the Cabinet and the Legislative Council were unable to agree as to changes proposed by the former. In support of this scheme it is urged that the English party system has no necessary applicability to the Madras Presidency where society has for centuries been organized in watertight compartments by the caste system and where it is vain at present or for some time to come to expect that parties will have any other real foundation. To meet the admitted danger of instability and consequent impotence, the Madras Government propose that a vote of

no-confidence against a ministry chosen on party lines as stated in paragraph 24 shall not be deemed to have been carried unless it is voted for by a majority of the total membership of the house. It must be admitted however that even security from votes of no-confidence will not help the ministers to carry proposals through the house which are dependent on majority votes, and therefore those who advocate the plan of election and fixed tenure do not consider that this provision will be sufficient to ensure progress and obliterate lines of communal cleavage that they consider the party system will be sure to deepen.

27. An official should be appointed as Secretary to the Cabinet. This officer will be under the control of the Chief Minister. From information given or requests made by ministers and their departments he will be responsible for drawing up the agenda, recording the Cabinet's decisions and sending them for execution to the departments concerned. It will be his function too to keep the Governor fully informed of the course of the business of Government or the stage of any particular question. Some such appointment is essential. The functions of a Cabinet Secretary are performed in part at present by the Chief Secretary. This position is not satisfactory. In former days the Chief Secretary was virtually ex-officio registrar of the Executive Council and that he should have been made in effect Secretary of the joint Cabinet under the first instalment of the reforms is typical of the temporising and transitional nature of these. With a unitary Government, wholly responsible to the legislative house, it is important that the Cabinet routine and administration as distinct from that of the various departments of Government should be directly under the control of the Chief Minister to a much greater degree than is possible under a system whereby a Secretary is taken from his other work to attend Cabinet meetings and act as recording officer of its decisions.

28. *Central and Provincial spheres.*—The Madras Government do not propose any material change in the division between the provincial and central spheres of government so far as the allocation of particular subjects is concerned. They have already indicated and repeat now that a change in attitude towards the general theory of such allocation is essential. Provincial Governments have at present authority only over these subjects which have been specifically classified as provincial : all subjects not classed as provincial or central are the concern of the Central Government alone. The present allocation of subjects should be examined carefully

and only those in which provincial boundaries have obviously no place, such as the defence of India, relations with foreign and Indian States, railways, posts and telegraphs, currency and coinage, or where other considerations place it beyond doubt that only the Central Government can handle them properly, should be declared central. Where it is possible to break a central subject up into an essential central core and other elements not essentially central, the division should be made and only the core declared central.

29. *The Governor.*—The position and powers of the Governor are described in the pamphlet submitted to the Commission entitled "*The working of the system of government—the Executive Government*". Bearing in mind that the category of reserved provincial subjects disappears under the proposals made in the foregoing paragraph, the following are the further changes we consider will be required in consequence of those proposals. The distribution of portfolios should rest with the Chief Minister under the scheme this Government put forward : but the rules for the transaction of business (and amendments thereof) in other respects should, we consider, be prepared by the Cabinet for the Governor's approval and should become operative to the extent of such approval. Next, the Governor has at present statutorily an unlimited power of overruling any minister. Under the new constitution, this power, in our opinion, would be appropriately limited and defined as it now is, by section 50 (2) of the Government of India Act, in the cases of the present Executive Councillors. In regard to the Legislative Council, the Governor's power of authorizing expenditure in cases of emergency should continue, to secure the safety or tranquillity of the province, but not simply to carry on a department. In regard to the Provincial Public Services, a Local Services Commission is about to be set up under statutory sanction. This Commission will select, examine and recommend, but the power of actual appointment must necessarily remain with the Government. We consider that the Governor's concurrence shall be necessary (*a*) where ministers propose to make an appointment contrary to the recommendation of the Services Commission and also (*b*) in the case of certain high appointments to be specified, e.g., heads of departments. Similarly, in disciplinary cases, where the ministers propose to take action without or contrary to the advice of the Services Commission, the concurrence of the Governor should be required. When agreement cannot be reached in any of the above cases the view of the Governor must prevail.

30. It is probable that under any system of allocation of subjects or revenues, the only suitable way of administering certain central subjects will be through the Provincial Governments or Governors as agents. Where as proposed in Madras the Ministers should be all elected members of the Legislative Council responsible thereto, the Governor alone can carry out such duties. To enable him to transact the business connected with central subjects which he is called on to discharge as such agent the Governor should be given a secretariat. This should be attached to him personally. Such a separation between the ordinary offices of the Provincial Government, engaged on provincial matters, and those occupied with business of the Central Government is necessary. The relations between the two Governments should be as precisely defined and limited as possible, and no provincial secretariat should be asked to serve two masters.

31. *Control of Secretary of State and Government of India.* —The position and powers of the Secretary of State and Government of India in relation to Provincial Governments are set out in the pamphlet submitted to the Commission entitled "*The working of the system of Government—relations with the Government of India and the Secretary of State*". Broadly speaking the position is in theory that the Secretary of State and Government of India have unlimited powers of superintendence, direction and control, subject to delegations made. Bearing in mind, however, that the category of provincial reserved subjects is eliminated by the scheme submitted by this Government, the delegation of the powers of the Secretary of State and Government of India in the administrative sphere has been practically complete, save for the following reservations :—

(1) To safeguard the administration of central subjects ;

(2) to decide questions arising between two provinces in cases where the provinces concerned fail to arrive at an agreement ;

(3) to safeguard Imperial interests ;

(4) to determine the position of the Government of India in respect of questions arising between India and other parts of the British Empire ; and

(5) to safeguard the due exercise and performance of any powers and duties possessed by or imposed on the Secretary of State or the Secretary of State in Council

under or in connexion with or for the purposes of the following provisions of the Government of India Act, namely, section 29 (*a*) (which deals with the appointment of the High Commissioner for India), section 30 (1) (*a*) (empowering local Governments to borrow), Part VII (*a*) (dealing with the Civil Services in India), or of any rules made by or with the sanction of the Secretary of State in Council.

It is clear to us that these reservations must remain. It would however be in consonance with the political advance we advocate, if the new Act recognized the authority of the Provincial Government in regard to all provincial subjects subject only to the above reservations and subject further to the power of His Majesty's Government through its agents, the Secretary of State or the Government of India, to annul these powers of the Provincial Government in the event of that Government being superseded in case of breakdown or inability to maintain law and order in the province or of financial insolvency.

32. In regard to legislation, the main limitations on the powers of the provincial legislatures are contained in section 80 (3) of the Government of India Act which requires the previous sanction of the Governor-General in the case

(1) of taxation other than that exempted by the Scheduled Taxes Rules,

(2) of matters which have been declared by the rules to be the concern of the Central Government or legislature, and

(3) of matters which by law or by statutory rules are made subject to previous sanction;

and under clause (4) no local legislature may make a law which affects an Act of Parliament. The Local Legislatures (Previous Sanction) Rules framed under this section contain a list of 68 Acts of general application which may not be amended without previous sanction of the Governor-General. Further, a bill passed by a Provincial Legislative Council does not become an Act until it has received the assent of the Governor [section 81 (1) and (2)] and an Act has no validity until it has received the assent of the Governor-General [section 81 (3)]. Under section 81-A (1) the Governor may not only assent to or withhold assent from a bill, or return it to the Council for reconsideration in whole or in part; he may also, and in the cases prescribed under rule 2 of the Reservation of Bills Rules he shall reserve the

bill for the consideration of the Governor-General. When a bill is so reserved, the Governor-General may either assent to or withhold his assent from it, or he may reserve it for the signification of His Majesty's pleasure; and in this case it has no validity until His Majesty in Council has signified his assent. Finally even when the Governor-General has assented to a bill, section 82 (1) empowers His Majesty in Council to disallow it. We consider these reservations must remain. The Governor-General has now laid it down as a rule of practice that his previous assent will not be withheld except in cases where the proposed bill trenches on the central sphere or where its discussion would in all reasonable probability lead to a disturbance of the public peace. Statutory expression should be given to these limitations.

33. Provincial autonomy in the administration of provincial subjects implies also complete control over the management of provincial financial resources, and the question arises whether this necessitates any revision of the financial relations between the Central and the Provincial Government. At present all provincial revenues are paid into the public account of which the Governor-General in Council is custodian, and credited to the Government of the province. Subject to his powers of delegation the Governor-General in Council prescribes the procedure regulating all accounts transactions. The Accountant-General, an officer of the Central Government, maintains the provincial accounts and also audits them. It might be argued that financial autonomy implies the separation of provincial accounts and audit from those of the Central Government. But the Madras Government do not hold this view and see no reason to press for the separation of provincial accounts and audit. An experiment in separating accounts which has been made in one province has not yet attained a stage at which it admits of automatic adoption by other provinces. Separation is bound to prove more expensive than the present system and apart from the fact that a provincial accounts and audit department could never be so efficient as one which can draw on an all-India cadre they regard it as inadvisable to complicate the task of Provincial Finance Ministers at the outset by forcing them to undertake the solution of this question also. There is further a considerable period in the financial year when the receipts of the Madras Government fall far short of their expenditure. If their ways and means were separated from those of the Government of India they would have to undertake a task

which has so far been entirely beyond the experience of the provincial Finance department and in attempting which they would have to work in co-operation with and rely on the guidance of the Central Government. But as a matter of fact it has not been through accounts and audit that any control over provincial expenditure has been exercised but through the controlling powers vested in the Government of India and the Secretary of State over Provincial Governments in respect of reserved subjects and the rules which require that in certain matters involving the expenditure of provincial funds Provincial Governments must receive higher sanction. As the rules now stand such higher sanction in respect of transferred subjects is required, so far as all provincial and subordinate services and special posts are concerned, only in cases where it is proposed to create a permanent special post on a maximum rate of pay exceeding Rs. 1,200 a month or a temporary post with a pay exceeding Rs. 4,000 a month or to extend beyond two years a temporary post or deputation with a pay exceeding Rs. 1,200 a month. There is no reason why these restrictions should remain in the case of special posts and with their removal, conditions of service, pay, allowances and pensions of posts will be entirely under the control of the Local Government and this will equally apply in the case of all or any departments that may be hereafter transferred. In so far as reserved provincial subjects are concerned, higher sanction is required in the case of the creation of new permanent or temporary posts in the All-India Services. If the All-India Services are to become a closed series the creation of new temporary or permanent posts in those services will not be possible and there is no reason why the powers of the Local Government to appoint a member of an All-India Service to a temporary post outside their cadres should be restricted. As the power of the Provincial Governments in respect of pensions or gratuities will be complete except in the case of All-India Services, which will be specially protected, there will be no longer any reason to demand that higher sanction should be accorded in respect of any pension or gratuity. The only important remaining restrictions now in force are in respect of capital expenditure upon irrigation and navigation works, including docks and harbours, and upon projects for drainage, embankment and water-storage and the utilization of water power. The first of the present restrictions applies where the project concerned materially affects the interests of more than one Local Government. In such cases the power to arbitrate

must rest with the Government of India or some higher authority and this is hardly correctly treated as a financial restriction. The other cases in which higher sanction is to be obtained are—

(*a*) where the original estimate exceeds Rs. 50 lakhs,

(*b*) where a revised estimate exceeds by 15 per cent an original estimate sanctioned by the Secretary of State in Council, and

(*c*) where a further revised estimate is proposed after one revised estimate has already been sanctioned by the Secretary of State in Council. These restrictions will no longer be applicable when the departments in which such expenditure is incurred are transferred. Under the existing rules the Secretary of State's sanction is also required in matters affecting the increase of the various grants of a Governor and to expenditure exceeding Rs. 50,000 on any original work on the residences of a Governor. The Madras Government see no reason why a Provincial Government should under the new conditions be restricted in these respects. There remains therefore only Devolution Rule 21 under which the Governor-General in Council can require any Local Government so to regulate its expenditure as to maintain a prescribed balance at specified dates and can restrict the issue of money to ensure that this is done. So far as the Madras Government are concerned that power has never been exercised and in their opinion should no longer be retained. Presumably the intention was to enable the Government of India as bankers of the provinces to control ways and means and to take emergency action in times of stringency. The present rules as to payment of interest on provincial balances and the power to deposit them with the Government of India have worked satisfactorily and are to the mutual interests of the two Governments.

34. Under existing statutory arrangements there are four obligatory and priority charges on provincial revenues—

(*a*) The repayment of the balance of the old provincial loan account (Devolution Rule 23).

(*b*) Interest on the capital expenditure and irrigation works up to 1920–21 (Devolution Rule 24).

(*c*) Payment of interest on further loans and advances (Devolution Rule 25).

(*d*) Payments to the famine-relief fund (Devolution Rule 29).

Item (*a*) will automatically disappear when the balance of the old provincial loan account is repaid. Item (*b*) is part of the

original financial settlement in respect of capital provided for provincial purposes by the Government of India prior to the reforms and item (*c*) is a condition attached to post-reform borrowings from the Government of India which can reasonably be attached to future borrowings. Item (*d*) is of a different character and lays down that definite provision shall be made against the contingency of famine to meet which is a provincial obligation. The Madras Government realize that if a province is to be financially autonomous it must also be self-sufficient, and that a fund of this kind the statutory amount of which is by no means excessive is essential if financial autonomy is to be preserved. In fact they go further. The famine-relief fund does not cover all those vicissitudes and emergencies to which the province is subject. Cyclones and floods from time to time necessitate considerable emergency expenditure which if not otherwise provided against may seriously embarrass the ordinary administration of departments. They consider therefore that an emergency fund of half a crore should be constituted for meeting such emergency expenditure. Withdrawal from the fund should require a certificate of the Governor that an emergency had arisen and that the expenditure contemplated is within the statutory purposes for which the fund was constituted. Any withdrawal from the fund would be recouped by statutory annual assignments.

35. Under Part III of the Devolution Rules a Finance department is constituted and its powers and responsibilities are laid down, and it is thus given a position analogous to that of the Treasury in England. This will not be affected by the fact that a Finance Member will be replaced by a Finance Minister, and the Madras Government recommend no alteration in or diminution of the department's powers and responsibilities.

Recognizing as they do that a strong executive will be essential to the working of the reforms they recommend, the Madras Government have considered whether in financial matters the position of the Ministers could be strengthened against dangers which the existing system has made manifest. It cannot be said that the Legislative Council has so far shown any marked sense of financial responsibility. Resolutions of the Council which, if accepted, would involve increased expenditure or loss of revenue are not likely to be less frequent or less casual in the future than in the past. They may indeed continue to be mere recommendations to the Government but under new conditions recommendations

embodied in a resolution accepted by the Legislative Council will be much more difficult to ignore or reject than they are now, and might seriously hamper the Ministry in the discharge of its financial responsibility or in carrying out its own administrative policy. The Madras Government have not been able to devise a satisfactory solution of this question. If the principle that only the Executive Government can propose expenditure were applied to resolutions, it might be urged that this would rule out all resolutions of importance, while to lay down that an integral part of resolutions which, if accepted, would involve a definite charge on the revenues must be a recommendation as to the new source from which the additional charge is to be met might equally hamper legitimate and useful discussion and make unreasonable demands on the financial skill of individual members. Further it may be argued that a Ministry must protect itself by the use of its majority. Past experience, however, does not indicate that the solution is quite so simple. The Madras Government recommend that it should be examined.

36. The Madras Government propose now briefly to refer to the issue of what is known as the Meston Settlement. The financial history of the Madras Presidency since the reforms has in fact been dominated by the question of the provincial contributions to which that settlement gave rise, firstly by the prolonged efforts to secure their abolition and secondly by their eventual remission in successive instalments. The financial effect of these contributions on the Madras Presidency may be gauged by the fact that during the period for which they were in force Madras contributed out of its provincial revenues a sum of Rs. 1,779 lakhs to the Central Government, Bombay, Rs. 286 lakhs and Bengal nothing at all. This disproportionate levy of course arose in part out of the pre-reform history of provincial settlements into which the Madras Government do not propose to enter in detail. They are content to point out that, if prior to the reforms, Madras had been given the same terms as Bombay, its provincial resources would have been increased by Rs. 95 lakhs and that this differential treatment extended also to recurring and non-recurring grants out of the Government of India's surpluses. For example in 1910–11 Madras received a non-recurring grant of only Rs. 11 lakhs out of a surplus of Rs. 251 lakhs and in the years from 1911–12 to 1919–20 Madras with a population of 41½ millions received a recurring grant of only Rs. 28·50 lakhs for education while Bengal with a population of 45½ millions received Rs. 41·81 lakhs

and Bombay with a population of 19½ millions received Rs. 21·45 lakhs. The fact that income-tax was shared on the basis of collections further increased the disparity between what are called the industrial provinces and the agricultural provinces. That disparity the gradual remission of the contributions removed to some extent by making the receipts accruing in respect of provincial subjects in their entirety sources of provincial revenue. Such they must remain as an essential corollary of provincial autonomy and, if any further adjustment of financial relations between the Central Government and the provinces is to take place, the Madras Government would lay down as an essential preliminary to discussion the postulate that any such adjustment shall involve no sacrifice on the part of any province of any revenues now accruing to it. For example, if as has been suggested it is desirable in the interests of commerce and industry that General Stamps should in respect of certain items be a central source of revenue then any loss to the provinces which this involves must be made good by an equivalent assignment. That is a matter which presents no serious difficulty.

37. There is however a further issue inherent in the Devolution Rules themselves which has complicated and at times embittered all discussions on the Meston Settlement, namely the claim of industrial provinces for a share in income-tax as a burden on wealth and enterprise which they claim to be peculiarly their own creation. An attempt was made to meet this claim by the incorporation of Devolution Rule 15 in the existing financial settlement. It was apparently anticipated that income-tax would be an elastic source of revenue and that by giving a share in any increase, which would naturally be much greater in industrial provinces than in agricultural provinces, the claims of the latter would be reasonably met. It failed to give satisfaction because this progressive increase did not take place. That was an accident or the result of economic conditions which no allocation rule based on the assumption that income-tax would be an expanding source of revenue could affect. Complaints were of course raised by the industrial provinces that the rule did not give them what it was intended to give, and eventually in 1925 the problem was referred to the Indian Taxation Enquiry Committee in the following words :—

"The operation of Devolution Rule 15 in regard to the allocation of a share of income-tax to Provincial Governments has not been quite fair to all of them and the Committee should advise them on this aspect of the case".

So far as the Madras Government are aware, the industrial provinces in spite of the experience of the past eight years still hold the view that income-tax irrespective of any enhancement in the rate of taxation is essentially an expanding source of revenue. However that may be, these provinces are no longer prepared to allow that assumption to determine any future method of adjustment and prefer to rely on the more solid ground of a share in income-tax actually collected irrespective of whether receipts expand or not. In this form the issue becomes comparatively simple. If the provinces are to receive a larger share of income-tax receipts, either the Government of India must be possessed of surplus revenues or provided with additional revenues to make good the share of income-tax which they are to forego. In the former case it might be argued that the Government of India should utilize the surplus to reduce its own demands on the tax-payers thus setting free resources which theoretically it would be open to the provinces to tax for their own purposes. The Government of Madras recognize, however, that practical considerations must determine the settlement of this question and that it is desirable that, given a surplus, some settlement of the allocation should be arrived at which will be accepted by all the provinces as sufficiently equitable. They are unable to put forward detailed suggestions for such a settlement for the good reason that they do not possess detailed information as to the actual incidence of the existing tax. While however they quite realize that any equitable allocation may result in one province receiving proportionately more than another, whether as regards the total amount or on a population basis, they wish to protest in advance against any allocation based solely on collection. They are not prepared to concede that in this matter an equitable solution can be determined by the mere accident of where the tax is paid. Similarly, if the existing basis of taxation provides no surplus available for distribution and such surplus is to be found by additional central taxation, they would not be prepared to consent to any form of taxation which would once again enable the Government of India to be generous to the industrial provinces at the expense of the rest. Subject to these considerations the Madras Government are ready to examine any concrete proposals for dealing with this longstanding problem.

38. There remains now the difficult question of the All-India Services. This is thorny enough even where only Provincial Governments are concerned, but the vital interest

of the Central Government in the problem makes it at once more acute and more difficult. The Central Government has no Civil Service of its own. It has large departments under its control—Railways, Posts and Telegraphs, Customs, Income-tax and Salt. But these are purely departmental and specialist services, and depend almost entirely on the Indian Civil Service for that infusion of wider administrative experience which a purely departmental career does not provide. To supply that element in its departments, to man the superior appointments in its secretariat, and to provide a quota of officers for its political appointments the Government depends mainly on the officers belonging to the Indian Civil Service cadre whose services are placed either for a period or permanently at its disposal. Similarly, for various special duties or higher administrative appointments it recruits largely from that service or amongst officers belonging to the Provincial cadres of other All-India services. It is impossible in considering the future to leave out of account the fact that the disappearance of the All-India Services from the provinces or any further alterations in their composition or sources of recruitment will vitally affect the Central Government. So far as provincial matters are concerned, the position is clear. Responsible self-government, if it implies anything, implies that the province must be free to recruit its own servants as and where it likes. There can be no imposing upon it a body of men recruited under regulations, from sources and on rates of pay prescribed by some outside authority. The All-India Services in the provinces should be provincialised on the lines already being followed in the case of All-India Services operating in the transferred field, e.g., the Indian Educational Service. All the prospects that the present members of these services now enjoy should be reserved to them. In the case of posts beyond the time-scale where the changes proposed in the Provincial Government make inevitable the disappearance of certain posts to which members of a service had always been able to look forward, adequate compensation in the form of personal pay should be given to those men from whom under the present conditions these posts would have been filled.

39. 'Any who continue to serve': the phrase implies a choice and the choice an opportunity. At present a limited and steadily diminishing number are entitled to retire on what is known as proportionate pension. The history and nature of this need not be further detailed. There can be

no doubt that its grant brought a considerable meed of assurance to the services as a whole and the removal of the original time limit undoubtedly prevented the premature exodus of large numbers of officers who while unwilling needlessly to throw up the career they had chosen would nevertheless have gone in 1924 rather than remain to face an uncertainty greater even than that of pursuing in middle life some alternative occupation. The psychological effect of the grant of proportionate pension and the removal of the time limit was great. Between them they preserved to the country during the first period of reforms the services of a large number of able and experienced officers. If the bulk of the more experienced services had departed within a year or two their places could not have been readily filled and the strain on the administration would have been very great. The right to retire at any time on proportionate pension should therefore be preserved to all those officers now entitled to it.

40. The case of the officers recruited since 1920 in England and not entitled to proportionate pension needs further consideration. In pursuance of a policy which many questioned at the time, special efforts were made to stimulate further British recruitment to the Indian Civil Service. 'Revive' would be a better word, for the natural hesitations of parents before the obvious uncertainties of an Indian career for their sons had for a time practically stopped the flow of British recruits. Distinguished men visited the universities and canvassed students. It is not too strong to say that undergraduates were implored to consider India as a field for their lifework. In the face of such facts it is idle as well as unfair to say that these men knew what they were coming to and so deserve no special consideration if a new instalment of reforms arrives.

41. The Madras Government recommend therefore that all officers recruited in England to the All-India services on a Provincial cadre be given the option of retiring on equitable compensation for loss of career and prospects. A separation might be made between officers of an older recruitment and those of the new, with the dividing line the present eligibility to proportionate pension. The procedure followed in Egypt provides a useful parallel. The younger men have not the same fund of experience as the older ones; because of their greater youth they would find it easier to secure other employment; they would have longer service in India before they could retire in the normal course. Special

attention might be paid to inducing this younger generation to go. The older men have at once more to offer the new Provincial Governments and more inducements to stay in their service. Their experience is of value, their stay in the country shorter and definitely calculable. The majority have commitments to wife and child and have reached an age when a pursuit of fresh employment is not likely to be gratifying or successful. It is probable that if reasonable financial protection and security from harassment were in sight many of this class would when given the option above mentioned prefer to try their luck in the new Madras. It is here that the continuance of proportionate pension comes in. With that ultimate safeguard at their back their uncertainties would be greatly lessened and their efficiency correspondingly enhanced.

42. Similar considerations would require that the funds from which service annuities (including proportionate pension) and family provisions are paid should be made secure from all possible interference and that amenities such as provision of houses, medical attendance, passages to Europe, etc., to which they are now entitled should be continued.

Such a policy would redound to the credit of Indian Governments and to their advantage. Those who went and those who remained would alike feel—and proclaim—that they had been fairly treated. The grave financial burden which the simultaneous departure of all European officers would impose would be averted while the experience and skill of many would remain to help in constructing the new administrative edifice of the Indian provinces.

43. The provincialization of the All-India Services implies necessarily the stoppage of all recruitment to them for the provinces. The problem of the Central Government remains. For some time it will need the services of a class of administrative officers of more than provincial or departmental status. The Madras Government do not propose to discuss this at length as it does not immediately affect their proposals. They would suggest that the Central Government might at any rate in the first years find such men from those still on provincial cadres and so avoid fresh recruitment. A new Indian Civil Service recruited for Central Government needs and lent out by agreement to provinces on the lines of the present Indian Medical Service might be possible. The Madras Government merely indicate the problem as one requiring to be faced.

44. Appointments to the Public Services and all service questions should be handed over to a Public Service Commission for disposal in each province under statutory rules made by the Provincial Government. The Madras Public Service Commission Bill, about to be presented to the local Legislative Council indicates the scope of this suggestion. In the interests of the provinces even now and infinitely more so under the new conditions the Provincial Governments must be relieved from the responsibilities of exercising patronage in this direction. Even now the pressure by constituents on every member of the Legislative Council and still more on every Minister to use his position in the furtherance of this or that individual appointment is intolerable and mere election ought not to involve inevitably the subjection to this annoyance and the incurring of the hostility of most of the numerous band he cannot hope to gratify.

GOVERNMENT OF MADRAS.

SUPPLEMENTARY NOTE.

The Commission desire to have the views of the Madras Government on three matters to supplement the memorandum the Government have submitted to the Commission :

(1) Whether administrative control of the High Court should be transferred to the Central Government ;

(2) Whether the Local Government and Legislative Council should have the power to make changes in the electoral and franchise rules that may now be settled, and if not, in what authority that power should vest ;

(3) Whether the Madras Government have any submission to make regarding the constitution of the Central Government.

2. As regards the High Court, we see no reason for any change such as that suggested. By administrative control is, we understand, meant the provision of accommodation for the High Court and its establishment and provision of funds for the payment of the Judges and staff. Such matters in the case of Bengal may vest in the Governor-General in Council, but the reason for this is, so far as we are aware, historical, and we consider that in Madras the Local Government are better qualified to judge of such matters than the Government of India can be.

3. As regards power to alter the electorate, whatever may be the ultimate arrangement, we consider that for the present changes should be made with caution and we would recommend therefore that section 129-A (1) of the Government of India Act be amended to provide that rules under section 72-A (4) be made by the Local Government with the sanction of the Secretary of State and be subject to the provisions of subsection (3) of section 129-A. We may say here that we would recommend similarly that the power to alter the electoral rules for the Central Legislature should remain as provided for in sections 64 and 129-A of the Government of India Act.

4. Regarding the Central Government, the proposals we have already made postulate its functioning untrammelled by any of the limitations and difficulties of dyarchy. That Government must continue in its present form until the time comes to replace it by a federal body derived from the constituent provinces and states. It is not for us to discuss the exact constitution of the executive side of the Central Government. It would perhaps not be travelling beyond our province however if we suggest that the number of the members of the Executive Council of the Governor-General be increased so as to admit of the selection of members with administrative and local experience from a greater number of the provinces than has hitherto been found practicable.

5. As regards the legislative machinery, we do not advocate any change as regards the Council of State. As regards the Legislative Assembly, we consider that it should be made more representative of the interests and views of the Provincial Legislatures than is now the case. We therefore recommend that, while the separate constituencies, namely, for Muhammadans, Europeans, Landholders and Indian Commerce may remain, such general seats as may be allotted to the province should be filled by election made by the members of the Provincial Legislative Council, of persons, whether members of the council or not, who are qualified under the Provincial Electoral Rules to be members of the Provincial Legislative Council.

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